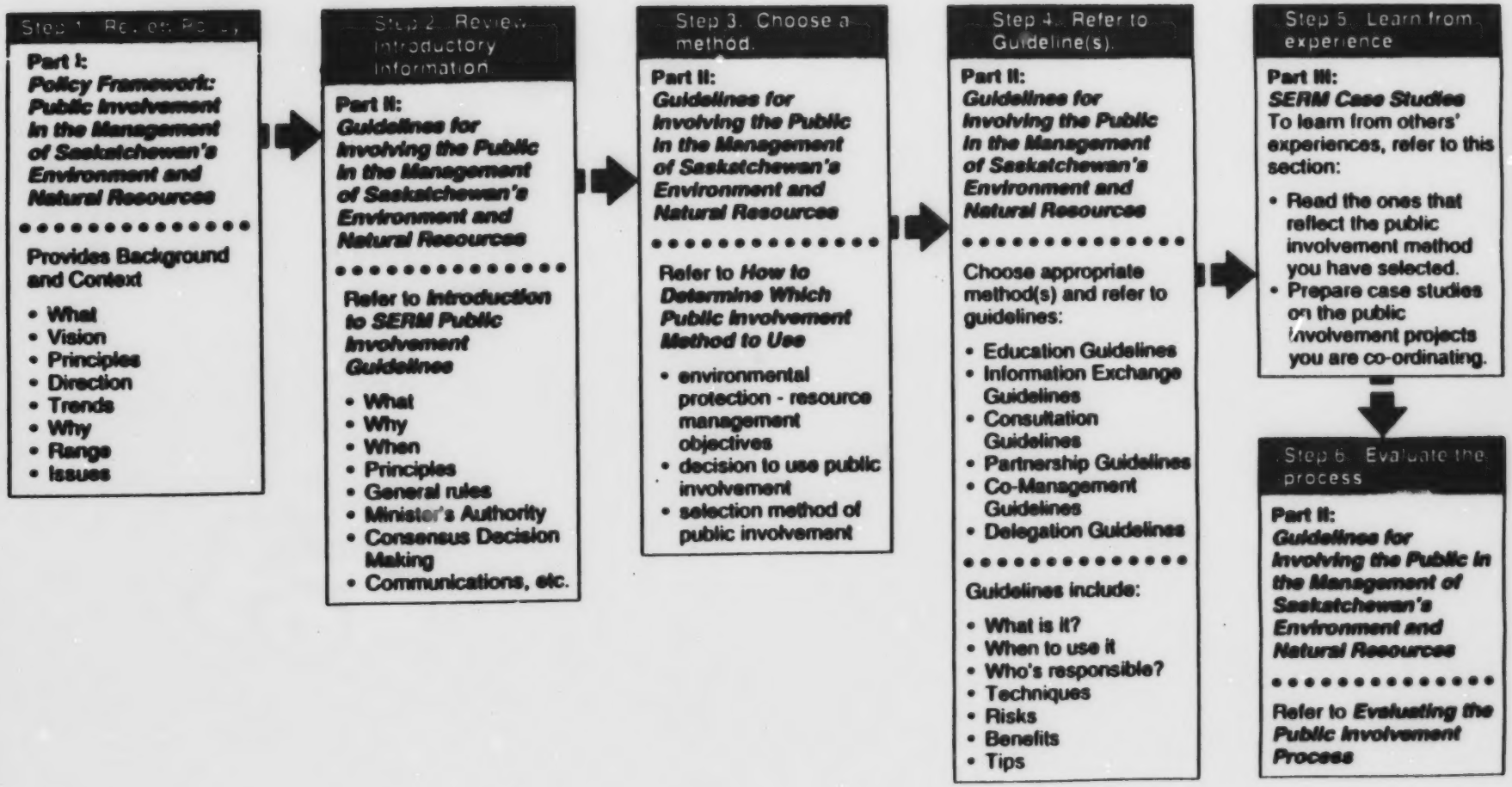
PART I

A Policy Framework

Public Involvement in the Management of Saskatchewan's Environment and Natural Resources

Saskatchewan Environment and Resource Management
Public Involvement Working Group

Following the Public Involvement Policy and Guidelines Package


Step 1. Review Policy
Part I:
Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources
Provides Background and Context
• What
• Vision
• Principles
• Direction
• Trends
• Why
• Range
• Issues
Step 2. Review introductory information
Part II:
Guidelines for Involving the Public in the Management of Saskatchewan's Environment and Natural Resources
Refer to Introduction to SERM Public Involvement Guidelines
• What
• Why
• When
• Principles
• General rules
• Minister's Authority
• Consensus Decision Making
• Communications, etc.
Step 3. Choose a method.
Part II:
Guidelines for Involving the Public in the Management of Saskatchewan's Environment and Natural Resources
Refer to How to Determine Which Public Involvement Method to Use
• environmental protection - resource management objectives
• decision to use public involvement
• selection method of public involvement
Step 4. Refer to Guideline(s).
Part II:
Guidelines for Involving the Public in the Management of Saskatchewan's Environment and Natural Resources
Choose appropriate method(s) and refer to guidelines:
• Education Guidelines
• Information Exchange Guidelines
• Consultation Guidelines
• Partnership Guidelines
• Co-Management Guidelines
• Delegation Guidelines
Guidelines include:
• What is it?
• When to use it
• Who's responsible?
• Techniques
• Risks
• Benefits
• Tips
Step 5. Learn from experience
Part III:
SERM Case Studies
To learn from others' experiences, refer to this section:
• Read the ones that reflect the public involvement method you have selected.
• Prepare case studies on the public involvement projects you are co-ordinating.
Step 6. Evaluate the process
Part II:
Guidelines for Involving the Public in the Management of Saskatchewan's Environment and Natural Resources
Refer to Evaluating the Public Involvement Process

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Public Involvement Policy Framework and Guidelines

Saskatchewan Environment and Resource Management

Public Involvement Policy Framework and Guidelines

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Preface

Is public involvement an art or a science? That question is appropriately considered at the beginning of this document as an early warning to readers who expect or desire a highly prescriptive statement. Science is thought of as a discipline — well defined, incremental, linear, solid — the elimination of uncertainty, the ordering of chaos. Art, on the other hand, carries images of interpretation, feelings and intuition — it speaks to relationships and values and incorporates elements such as balance, form and emphasis.

While this framework is intended to give a more "scientific" slant to public involvement activities, it must be recognized and understood at an early stage that public involvement will always be more art than science.

Grey areas, subjectivity, unclear definitions, personal preferences and experiences and multiple means to a single end will continue to defy attempts to bring order to this subject.

Those who lead public involvement processes will be individuals who have strong interpersonal skills and are facilitative, conceptual, culturally and value sensitive and comfortable working in uncharted territory.

Public involvement is a key aspect of how the government does its business. As such, this document strives to describe the science, while acknowledging those areas that require a more artistic approach.

Public Involvement Policy

The vision and statements of policy and principle that follow should guide the development of all strategies, policies and programs, as well as the actions of all staff.

Definition
Public involvement is defined as the means by which the public and stakeholders are engaged in the decision-making processes used in government planning, policy-making and program development and delivery.

Public involvement is fundamental to integrated management of the environment, Crown lands, renewable and non-renewable resources. It is an important tool used to achieve sustainable development.

Through public involvement, government clients recognize and better understand our policies and programs, and that our goals accurately reflect public concerns, values and priorities. Feedback from the public is essential to ensure that government policies and programs remain on track. Where appropriate, participation enhances the quality and legitimacy of decision processes and conflict resolution.

The principles of public involvement are fundamental to the concept of sustainable development, which requires a balance of environmental, social and economic factors with input from all concerned.

Vision
Sustaining the health and well-being of our environment and natural resources — a responsibility that everyone shares— through effective relationships and communication between all stakeholders.

Policy Statement
The government will provide consolidated, consistent, quality opportunities for the public and stakeholders to participate in appropriate activities related to the environment and resource management.

Principles
These principles are the "code of conduct" which guide the actions of department employees:

- **Cabinet direction** for the protection and management of the environment and natural resources of Saskatchewan is accepted (acknowledged, recognized?);
- **Stewardship for the environment** involving integrated management processes and sustainable approaches to natural resource use;
- **An ethical approach** based on respect, trust and fairness;

- **Co-operation** with and among communities, and between government and stakeholders;
- **Accommodation of differences in values**, interests and perspectives and support for diversity;
- **Productive, timely, results oriented relationships** based on a shared purpose;
- **Informed decision making** based on openness, shared information and effective communication;
- **Inclusive processes** in which the design is shared by participants, in particular in partnerships and co-management; and
- **Shared responsibility**, including risks, benefits and accountability in partnerships, co-management and delegation.

Direction

The following offers some broad direction on the range of public involvement methods and when it is most appropriate to use the various methods within the range. Guidelines that give practitioners more detailed information on each method are found in Part II.

Range of Public Involvement

The government uses a range of public involvement that can be loosely defined into five different methods defined below. It should be recognized that the distinctions between these methods may be somewhat artificial, with some sharing common characteristics, benefits and uses. In addition, each successive method may be built upon a foundation of other methods, or may stand alone.

The more decision making and responsibility to be shared with the public in policy and program development and service delivery, the earlier the public should be involved in the process.

Education:

Education is the use of information and instruction to accomplish the following:

- to encourage awareness and understanding of natural resource management and environmental protection;
- to encourage more responsible stewardship of the environment and natural resources; and
- to encourage informed decision-making through better understanding of an issue, policy or program.

Education implies one-way communication and rarely involves the public in the planning/decision-making processes. However, educational programs/activities may be planned in partnership with stakeholders.

Examples of educational activities include seminars, workshops, speakers, educational resource materials and media awareness campaigns.

Education should be considered primarily in the following circumstances:

- when the government sees a need to influence existing behaviour or attitudes that are contrary to its standards, regulations or mandate;
- when requested by the public or stakeholders;
- to explain complex issues;
- to prepare the public or stakeholders for their meaningful involvement in public involvement activities, such as consultation or partnership; and
- when new skills are needed to prepare for or in response to changing society.

Information Exchange:
Using information to create awareness of an issue, policy or program and to request information on, feedback or public response to trends, issues, plans, policies and programs.

The government considers the information seriously in its decision-making, but does not give participants the expectation that they are sharing in decision-making.

Examples of information/feedback include open houses, public and stakeholder meetings, media campaigns with mail-back coupons, focus groups, surveys and discussion papers.
Information/Feedback should be considered in the following circumstances:

- to create general awareness (inform);
- as a vehicle for informal dialogue;
- to obtain opinion, evaluation;
- to persuade;
- as support to consultation, partnership and delegation processes used for policy and program planning and development;
- to provide the public/stakeholders with details; and
- when there's a need for shared understanding.

Consultation:
Structured dialogue between government and the public or stakeholders to achieve input and a common understanding of an issue or policy, and to receive input and advice for acceptable solutions.

By using consultation, the government has given participants the expectation that their advice will be used in arriving at a decision. However, the decision, while modified by public input, is still "owned" by the government.

Examples of consultation include steering committees; advisory groups; stakeholder committees and task groups.

Consultation should be considered under the following circumstances:

- as a vehicle for formal or informal dialogue;
- to assist in government decision-making when developing strategy, policy and programs or delivering a product/program;
- when monitoring or evaluating existing strategy, policy and programs;

- when there are multiple interests;
- when trade-offs are required;
- when there's an imbalance between what the government can supply and what the public demands;
- when a public perspective is necessary; and
- when outside expertise, opinion and/or enthusiasm are needed

Partnership:
A formal or informal means to improve and build the relationship between government and another party and/or to work with one or more parties to achieve a common goal.

The term "partnership" is used in a non-legal sense; i.e., when the government forms a partnership, it is a co-operative or collaborative alliance rather than a legal relationship where liability is assumed.

In partnerships the government and stakeholders share some level of responsibility, planning and decision-making, as well as ownership of the process and product. Resources, expertise, energy and risks are also shared among the partners. They may be used for ongoing consultation; problem-solving; policy and program development and implementation; and sponsorship arrangements.

Partnerships can be undertaken through informal arrangements or formal agreements; they can be between two parties or among several parties.

Partnerships should be considered under the following circumstances:

- to share problem definition and solutions;
- to co-operate as groups toward achieving common goals;
- to share ownership of decisions and products;
- when it is practical to share resources, expertise, energy and risk for a particular goal or project;
- when the problem/project is complex;
- when there is conflict;
- when there are ongoing multiple inputs; and
- when there is demand for shared planning and decision-making.

Co-operative Management (Co-management):
How the government and stakeholders work co-operatively to undertake integrated management of the environment and natural resources. Inclusiveness, or involvement of all stakeholders, is key to co-management.

Co-management may take place through a variety of mechanisms, such as a co-operative or a co-management council. The form co-management takes depends upon the following: types and number of stakeholders, objectives of the process, resource-specific factors, allocation methods, or changing circumstances.

As with partnerships, government and stakeholders share planning and decision making, as well as ownership of the process and product.

Co-management of the environment and natural resources is based upon a number of principles, including:

- **Public ownership and provincial responsibility** for renewable and non-renewable resources;
- **Co-operation as partners** in environment and natural resource management through an approach based on mutual respect, trust, fairness and openness;
- **Stewardship of natural resources and the environment** as the keystone to sound management. Healthy ecosystems must be maintained; sustainable approach to natural resource use;
- **Integration of environment/natural resources, economic development and social well-being** in all planning and decision making as an approach critical for achieving sustainable development; and
- **Inclusiveness of the process** — it must be open to all stakeholders, and respect existing uses and allocations.

Co-management is evolving — there is no road map and there is not likely to be one. The above principles enable the government to see each co-management situation in the broader, albeit evolving, context.

Co-management should be considered under the following circumstances:

- when requested by a significant number of stakeholders;
- when allocation of resources is an issue;
- when there is local commitment to lasting solutions;
- when integrated natural resource planning and management requires local involvement;
- to resolve serious conflicts;
- to reduce uncertainty and complexity and do effective planning and management.

Co-jurisdictional/Co-Management Issue:

More often, Aboriginal groups are saying that co-management and partnerships are a form of co-jurisdiction or are a step on their road to self-government. They believe that by entering into co-management or partnership agreements with government, they are gaining some control or authority over natural resources. This is not the case given the legislative framework of today.

However, when speaking of the land base of the province, there is a jurisdictional framework that includes a variety of authorities over the land. For example, the federal government has jurisdiction over PFRA pastures; the provincial government (SERM) over Crown resource lands; and First Nations and the federal government over reserve lands.

Inside that framework is the co-management table where all appropriate interests come to share in the decision making with respect to how a land base's resources are managed. When it comes to sharing decision making, stakeholder representatives sit at the co-management table as equals, even though they have different levels of authority. However if the land base includes reserve lands, the First Nation has final decision-making authority; if it includes provincial Crown resource lands, provincial Ministers have final authority.

It is essential, when negotiating and implementing partnerships and co-management, to ensure that all parties understand that co-management is simply a very effective natural resource management tool. Co-management is not a form of co-jurisdiction or a step to self-government. Although we respect the progress of Aboriginal people toward self-government, co-management is not a road that will get them there. As noted in both the public involvement (please refer to the Guidelines Introduction in Part II) and co-management principles, the Minister always retains his/her full authority.

The government refers broad political issues such as Aboriginal co-jurisdiction to The Bilateral Process (Tier 1 and 2) where they are discussed between Cabinet Ministers and the Federation of Saskatchewan Indian Nations (FSIN). This can be done by contacting the FSIN directly or through Saskatchewan Intergovernmental and Aboriginal Affairs.

Delegation:

Transfer of responsibility normally exercised by the department to another level of government, to stakeholders or to the public.

Decision making is formally devolved to another organization. Full or partial delegation depends on the level of delegation of authority and sharing of responsibility.

Examples of delegation include public authorities, broad strategic alliances, formal agreements and steering committees.

Delegation should be considered under the following circumstances:

- when outside abilities/experience/representation are broader than the department's;
- when commitment of the group is needed/demonstrated;
- when it is practical to share responsibility and authority; and
- when local variables overtake department focus.

Consensus Decision Making:

The consensus decision making process should be used mainly within consultations, partnerships and co-management arrangements where the department requires a decision to be made or a problem to be solved. The consensus process is especially useful in situations that bring together diverse interests.

In the department's public involvement activities, the preferred decision is one in which stakeholders participate and reach consensus. Where a joint decision is not possible it may be necessary for the department to affirm its leadership role and facilitate a decision using another means, such as majority rule.

In certain circumstances, a public involvement process may be structured without the intent to reach a consensus decision.

SERM uses *Building Consensus for a Sustainable Future: Guiding Principles* as its guideline for consensus decision making. It has been reproduced in Appendix II of this package.

Conflict Resolution:
The department often uses a style of public involvement as a conflict resolution tool at both the field and central levels. Conflict resolution is seen as the most sensible, economic and effective alternative to court action and administrative delay. Generally, the means used by staff involves getting those in conflict to sit together to discuss their differences and to work as a group to solve the problem or resolve an issue. Often, in resource allocation, the process results in a partnership or co-management.

The department will continue to use public involvement methods to resolve conflict with the objectives of shared responsibility for the solution and decision.

Openness:
Up-to-date information about the department's programs and its public involvement processes and activities will be made available in a timely manner when requested by members of the public and stakeholders.

Program Delivery:
Routine, day-to-day activities of SERM staff are usually carried out without stakeholders or members of the public being directly involved. Yet, yearly every program and policy of SERM has generally been planned and is often delivered through public involvement processes.

Staff should demonstrate sensitivity when carrying out activities near or in areas under partnership or co-management (informal or formal). In these cases, some activities should be carried out only after informing department partners and/or local stakeholders.

When the Public is Not Involved:
Activities that may have limited or no public/stakeholder involvement include:

- programs that must respond immediately to matters of public safety and well-being, for example, response to an environmental emergency;
- government-driven programs based on elected mandate, vision and values; for example, human rights legislation;
- decision to carry out department responsibility in a situation where efforts to reach stakeholder consensus are not successful;
- budget-driven planning; and
- minor modifications to existing policies, programs and services.

Roles and Responsibilities:

Public Involvement and Aboriginal Affairs is responsible for developing, maintaining and evaluating SERM's public involvement policy. Certain branches have responsibilities for consulting on and delivering public involvement; however, it should be noted that current department structure plus the natural overlap within the range of public involvement result in a shared responsibility for most aspects of public involvement.

Responsibility	Branch/Region
Public Involvement Policy/Framework	- Public Involvement & Aboriginal Affairs
Education	
- delivery & consultative services	- Information Management
- delivery	- Program Branches
	- Regions
Information Exchange	
- delivery & consultative services	- Information Management
- delivery	- Program Branches
Consultation	
- consultative services	- Public Involvement & Aboriginal Affairs
- delivery	- Program Branches
	- Regions
	- Policy and Public Involvement
Partnerships	
- consultative services	- Public Involvement & Aboriginal Affairs
- delivery	- Public Involvement & Aboriginal Affairs
	- Program Branches
	- Regions
Co-Management	
- consultative services	- Public Involvement & Aboriginal Affairs
	- Regional Operations
- delivery	- Regions
	- Program Branches
Delegation	
- consultative services	- Public Involvement & Aboriginal Affairs
- delivery	- Public Involvement & Aboriginal Affairs
	- Program Branches

Public Involvement Framework

Context:
To effectively discuss how and why the public is involved with environment and resource management, it is necessary to examine briefly the circumstances, trends and factors that describe the broad environment in which we work, and to consider how we fit into the government's general policy direction.

Current Status:
Public involvement is already ingrained in the culture of SERM. Information exchange, consultation, partnerships and co-management are undertaken by staff in front-line interaction with clients, as well as in major strategy or policy development initiatives. Most staff would be hesitant to make a decision that affects the public or stakeholders without involving them to some extent in the decision-making process.

Trends and Factors:
Several long-range trends and more immediate factors are having a significant impact on the way we manage the environment and natural resources. For example:

- The need to understand dynamic ecological and social systems adds a layer of complexity to already difficult decisions. There is a demand for more holistic, integrated approaches to respond to complex problems.
- We live in a world in which change and uncertainty are the rules, rather than the exceptions. The rate and pace of change and the complexity of formerly routine situations are increasing.
- Participants have split into smaller and more narrowly focused interest and advocacy groups, and agendas often conflict.
- We are often called upon to deal with allocation disputes in which the sustainable annual harvest of a renewable resource is insufficient to meet the demands of all users. In most cases this is a "zero sum game" in which for every winner there must be a loser.
- Difficult economic conditions contribute to a climate in which government and the bureaucracy are neither held in high esteem nor trusted by the public.
- We are witnessing increased demand by the public for their participation in government decision making.

Over all, the central systems that for years have done a reasonable job of dealing with public administration today cannot keep pace with the issues, trends and demands that face them. Central systems designed to provide definitive procedural instructions cannot be responsible and flexible enough to be effective in dealing with the thousands of local issues and situations at the core of the department's mission. To resolve today's problems we need information and knowledge that can only be tapped through local, decentralized processes.

While SERM regularly seeks public involvement in specific areas, many of our planning and decision processes require some modification if they are to be effective and efficient tools in environment and resource management. That overhaul will include improvements in all elements from design to evaluation.

A critical improvement required in our planning and decision processes will be the formalization of techniques and methods for involving those individuals and groups who have information and knowledge about the issue and an interest in the outcome.

By using public involvement in our day-to-day business we will position the department to adapt well to change and respond appropriately to evolving trends and public needs and expectations.

Department Change:
Under the guiding principle of sustainable development, the department is currently undergoing several fundamental changes in direction including restructuring program delivery and client service, integrating resource management, and promoting employee and stakeholder empowerment. Public involvement relates to these changes in a basic way: by strengthening the department's *relationships* with its many publics we will have the capacity to make better decisions and therefore manage the environment more sustainably. In fact, the only way we can genuinely plan and manage in an integrated manner is with the full participation of stakeholders.

Environmental Agenda:
Saskatchewan's Environmental Agenda was approved by Cabinet in June 1994. The document discusses a number of proposed actions SERM will undertake to fulfil the goal of developing a sustainable society. Most of the actions for that goal include direct use of public involvement. They are:

1. Facilitate environmental education and information.

2. Use public involvement in managing the environment and natural resources.

3. Develop a proposal for a multi-stakeholder body to advise the Minister on sustainable development.

4. Implement a program of initiatives to support the development of community environmental strategies.

5. Establish partnerships and co-management processes with First Nations, business, educational institutions, stakeholder groups and others to encourage joint leadership in environmental and resource management.

Government Policy:
In August 1992 the Deputy Minister to the Premier distributed a document called *Rebuilding Saskatchewan Together: A strategy for Change* that described the key principles, strategies and priorities to guide future government decision making. Co-operation was listed as the first principle. The paper stated, "Co-operation and partnerships will be the government's basis for working with Saskatchewan people to rebuild the province. Our actions will support co-operation within and among communities to advance shared interests."

The first strategy listed in the document stated that "the government will actively involve the public in decision making and funding ways to achieve common goals."

Public Involvement in Saskatchewan Government: A Guide for the Public Service, drafted by a multi-departmental working group to explain and encourage the use of public involvement within the Government of Saskatchewan, was released to departments in November 1994. (A copy can be found in Appendix I of this package.) The document affirms public involvement as a key strategy in dealing with the complex issues facing government. It provides a framework, guidelines and case studies to help government departments involve the public in a meaningful way.

At the provincial level, a variety of public involvement processes have been in use for some time. Examples include the Saskatchewan Round Table on the Environment and the Economy, development of the Clear Air Strategy, and co-management, the central strategy for fisheries and forestry management in the 1990s.

Initiatives by other provincial departments with a strong public involvement component include Economic Development's Provincial Economic Strategy, Health's Wellness Model and Justice's Farm Debt Advisory Committee.

National policies such as the Wildlife Policy for Canada, Sustainable Forests - A Canadian Commitment and the Green Plan specify the need for public involvement processes that are open, accessible and fair.

Public Involvement - What and Why

What is Public Involvement?

Public involvement is an "umbrella" term meaning a co-operative, inclusive process where the department engages stakeholders and the public in identifying and solving problems, making decisions and planning for the future. Public involvement processes can be initiated by the department or by stakeholders.

More broadly, public involvement is where the department includes stakeholder or community-based information, opinion, concerns, objectives and action in a wide range of strategic, policy, program and service delivery initiatives.

Why Do We Involve the Public?

There are four main reasons to include the public in our decision-making processes:

1. **"Getting it Right" — Enhanced Effectiveness of Policies and Programs.**

   The accelerating pace of social, economic and environmental change and the size and complexity of the issues are making it harder for governments to satisfy the legitimate needs of people.

Mobilizing communities and directly involving the public in planning and policy development expands and sensitizes the knowledge base around an issue and encourages practical, relevant and community-based solutions. It also encourages shared responsibility for issues and solutions between communities and government.

2. The Fiscal Imperative — Establishing Priorities

People and communities continue to look to government to bridge the gap between their resources and their unmet needs. Their expectations often surpass the capacity of government to deliver.

We need new problem-solving approaches and innovative solutions that do not rely solely on government dollars to address economic and social pressures. By working together we pool resources and draw on the ingenuity, self-sufficiency and commitment of Saskatchewan people and communities. Public involvement makes it possible to achieve results that could not be achieved unilaterally.

3. Growing Demand for Public Involvement

Canadians want a stronger voice and direct involvement in the decisions of government that affect their lives. With increased levels of education, improved communications, better organized interest groups and a growing cynicism about the effectiveness of centralized decision-making, people are demanding and can play a more direct role in government. Their expectations extend far beyond voting every four or five years. Public involvement is a key component of democratic reform.

4. To Satisfy Legal and Policy Requirements

More and more frequently provincial government legislation and policy are incorporating the requirement for public involvement. For example in SERM the Minister appointed the Hazardous Substances Regulations Advisory Group as part of its Action Plan to implement the Hazardous Substances and Waste Dangerous Goods Regulations. For several years, the department has had official advisory groups in forestry, fisheries and wildlife. *The Ozone Depletion Substances Control Act* calls for public input to any changes to the regulations. And, built into the province's environmental assessment review process is the provision for public review of proposed developments.

Pros and Cons of Public Involvement

Many purposes may be served by public involvement. Benefits include:

- Better decisions; improved effectiveness, efficiency and equity, and public acceptance of policies, plans and programs;
- Diversity of ideas, opinions and experience provides better ability to respond to and adapt to change;
- Reduced complexity through joint objective and priority setting;
- Shared commitment to results by all participants;
- Meeting demands from many different publics for their increased and meaningful participation;
- Improved access to and sharing of quality information, knowledge and advice, especially from the community level;
- Supplemented staff resources with additional expertise or volunteer efforts;
- Shared fiscal commitment;
- Individuals, groups and communities able to solve their own problems and better influence their own futures;
- New factual data on resources or environmental conditions may emerge;
- Resolving conflict;
- A continuous monitoring system to anticipate and detect changes in public behaviour, needs, preferences, values and perspectives;
- Inclusion of individuals and groups who have traditionally been excluded in decision-making processes that affect their lives;
- Emphasis on mutual goals and co-operation between diverse interests instead of confrontation and conflict;
- Better position to approach holistically complexities of ecological, social and economic sustainability and integrated resource management; and
- Up front investment of time and money helps get the decision right and results in less expenditure trying to "fix" it later.

On the other hand, there are some barriers to public involvement that may be construed as "cons." For example:

- The need for confidentiality in government, such as the budget development process;
- Restrictive department processes and procedures that inhibit public involvement, such as legislated regulations;
- Traditional internal "command and control" decision-making processes that inhibit staff empowerment;
- Communities or stakeholder groups that are not willing or able to work with the department and require significant development work (i.e., education and information exchange) before they are ready to participate;
- Resistance to change; i.e., a perceived diminishing of influence and power by civil servants, a fear of the burden of responsibility that comes with decision-making power and a fear of "off-loading";
- Not ending up where you had planned to go;
- Creates public expectations that we may be unable to fulfil;
- A threat to the often successful adversarial and lobbying tradition used to influence government; and
- Public involvement requires additional time, effort and money at the front end of the process.

Figure 1

Trends and Factors	Benefit of Public Involvement
Change and uncertainty are the rule rather than the exception; complexity of routine situations increasing.	- Diversity of ideas, opinions, experience provides better ability to respond to and adapt to change. - Reduced complexity through joint objective and priority setting. - New factual data may emerge. - Continuous monitoring re changes in public behaviour, needs, preferences, values and perspectives.
Smaller, more narrowly focused interest/advocacy groups; conflicting agendas.	- Shared commitment by all participants. - Emphasis on mutual goals and co-operation between diverse interests instead of conflict.
Allocation demands vs. sustainable resources.	- Shared commitment by all participants. - Emphasis on mutual goals and co-operation between diverse interests instead of conflict.
Difficult economic conditions.	- Resolving conflict. - Shared priorities. - Shared fiscal commitment. - Up-front investment of time in getting the decision right results in less expenditure trying to "fix it later. - Supplement staff resources, additional expertise and volunteer efforts.
Distrust of government and bureaucracy.	- Better decisions; improved effectiveness, efficiency and equity, and public acceptance of policies, programs and plans. - Emphasis on mutual goals and co-operation between diverse interests instead of conflict. - Improved access to quality information, knowledge and advice, especially from the community level.
Increased public demand for involvement in government decision making that affect their lives.	- Meeting demands from many different publics for their increased and meaningful participation. - Inclusion of groups who have traditionally been excluded from the decision-making processes that affect their lives. - Individuals, groups, communities able to solve their own problems and control their futures.
Need to understand complex ecological, social and economic systems; need for holistic approaches.	- Better position to holistically approach complexities of ecological, social and economic sustainability and integrated resource management.

Range of Public Involvement in the Department

Most department activities can be included within a range of kinds of public involvement. The range reflects the degree to which a number of factors apply, including:

1. Level of involvement of the public in the department activity;

2. Decision making shared by the department with the public;

3. Ownership of the process and product/s;

4. Detail required by the department in developing its policy, plan or program; and

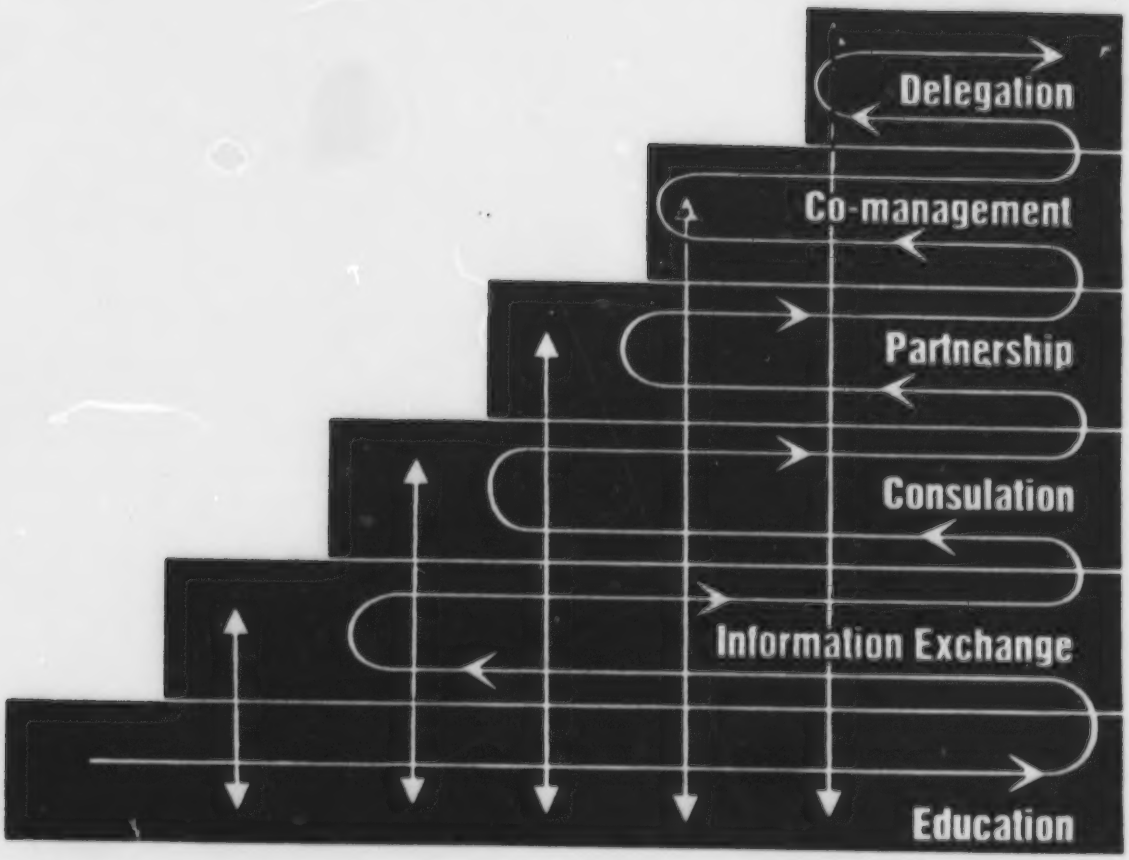
5. Commitment the department requires of stakeholders and the public.

The range, or continuum, of public involvement in Saskatchewan Environment and Resource Management and their interrelationships appears in Figure 1. Figure 2 shows the way that the public involvement methods we use fit into the range, and why and when they are used.

The public involvement method we choose depends upon the goals we hope to achieve. For example, if the goal is to influence behaviour then an educational activity could be undertaken. If the goal is to implement a more effective policy, a partnership could be developed. If the goal is to change an accepted way of doing things, for example a law or regulation, consultation would be the approach. If achieving a goal requires a very high level of commitment then delegation may be the approach used. In many cases combinations of techniques may be used, such as education and consultation.

It should be recognized that the distinctions between these methods may be somewhat artificial, with some sharing common characteristics, benefits and uses. In addition, each successive method may be built upon a foundation of other methods, or may stand alone.

Figure 2



It is important to see this range as one that has no definitive lines between its elements. The lines drawn in the models shown in Figures 2 and 3 are purely artificial. Also note that it is not meant to imply that one process must lead to another; for example, consultation is usually done by itself; but may require education and information exchange in advance.

Figure 3

Range of Public Involvement in SERM					
Education	Information Exchange	Consultation	Partnership	Co-management	Delegation
PUBLIC INVOLVEMENT METHODS USED					
- seminars - publications - speakers - resource materials - workshops - media campaigns	- open houses - public/ stakeholder meetings - media campaigns - surveys - discussion papers - focus groups	- advisory boards - stakeholder meetings - task groups	- sponsorships - task/product partnerships - partnership agreements	- co-management boards/ councils, etc.	- public authorities - steering committees - formal agreements - participatory research
WHY PUBLIC INVOLVEMENT METHODS ARE USED					
- influence attitudes/ behaviour - inform improve skills and decisions	- create awareness - informal dialogue - feedback - persuasion	- informal/ formal dialogue - assist in decision making - assist in program delivery	- share problem definitions/ solutions - achieve common goals - share ownership - share resources, risk, etc.	- request by stakeholders - resolve allocation issues - IRM/need for local involvement - reduce uncertainty complexity - resolve conflict - local commitment - do effective planning, management	- outside abilities, experience, representation broader than department's
WHEN PUBLIC INVOLVEMENT METHODS ARE USED					
- behaviour change needed - public request - explain issues - prepare for public involvement - new skills to meet change	- policy, program planning and development - to give details - shared understanding - no need to share decision making	- multiple interests - need trade offs - supply/demand imbalance - need public perspective - no need to share ownership - environmental assessment process	- complex problem - conflict - multiple inputs - demand for shared decision making - need to share resources, risk	- request by major stakeholder - allocation of resources at issues - local commitment to lasting solutions	- commitment of group is needed, demonstrated - practical to share responsibility and authority - local variables overtake department focus

Emerging Issues

Over time the department will have to address a number of emerging issues as it progresses in formalizing its public involvement practices and policy. These issues have not been fully dealt with in this document because they hinge on changes evolving within the department and within government, or they relate to external events beyond the control of the department.

Issues that are emerging include:

- desire of Aboriginal people for jurisdiction and control over provincial Crown lands and resources;
- affordability of public involvement;
- funding stakeholder participation;
- representation — who speaks for stakeholders?
- changing relationships with stakeholders and staff as the department changes over time;
- aligning public involvement with the government budgetary processes;
- political change;
- increasing economic constraints; and
- community readiness and stakeholder capacities.

PART II

Guidelines

Guidelines for Involving the Public in the Management of Saskatchewan's Environment and Natural Resources

INTRODUCTION TO SASKATCHEWAN ENVIRONMENT AND RESOURCE MANAGEMENT

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Guidelines

Introduction to Saskatchewan Environment and Resource Management Public Involvement Guidelines

Foreword

Public involvement is a major tool used to achieve sustainable development through environmental protection and sustainable resource management. In developing and delivering policies, plans and programs, Saskatchewan Environment and Resource Management (SERM) respects and uses the knowledge, information, opinions and advice provided by the public.

The purpose of this kit is to give SERM staff guidelines to practice public involvement in a consistent way throughout the department. The kit is a part of the *Public Involvement in the Management of Saskatchewan's Environment and Resource Management Policy Framework*. The guidelines include:

- Introduction to Saskatchewan Environment and Resource Management Guidelines
- Education
- Information Exchange
- Consultation
- Partnerships
- Co-management
- Delegation

In March, 1996, SERM organized a conference on Public Involvement for our stakeholder groups. Seventy-five individuals representing First Nation people, communities, business and industry and NGO's attended the conference and made many useful recommendations to improve SERM's Public Involvement processes. These guidelines have incorporated and reflect some of those recommendations.

The section, *Introduction to Saskatchewan Environment and Resource Management Public Involvement Guidelines*, is designed to stand alone as a public information piece. You may photocopy it, all or in part, for distribution to stakeholders at the initial stages of a public involvement process. The individual guidelines may also be distributed to stakeholders who may want or need to know more about our processes.

As the department progresses in its development and use of public involvement in the Saskatchewan context, our way of practising public involvement is bound to change as well. We are particularly interested in hearing how the guidelines are working or are failing to work for you. What are the good parts? Where are the gaps? What makes sense and what doesn't? If you would like to comment on the guidelines or be involved in further updates, please contact Seonaid MacPherson in Regina at 787-8103.

Staff in the Public Involvement and Aboriginal Affairs Unit are available to do or assist with the following:

- assessing the need for a public involvement process;
- determining which public involvement process is appropriate to use;
- planning and developing the public involvement process;
- providing information on provincial policy or direction;
- providing trouble-shooting services and advice;
- evaluating the process; and/or
- facilitating public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

I. Introduction to Saskatchewan Environment and Resource Management's Public Involvement Guidelines

Public Involvement Vision

To sustain the health and well-being of our environment and natural resources, a responsibility that everyone shares, by developing effective relationships among all stakeholders.

Public Involvement Policy Statement

To provide consistent, quality opportunities for the public and stakeholders to participate in environmental and resource management activities.

Public Involvement Definition

Public involvement is the range of methods by which the department involves the public with planning, policy-making, and program development and delivery.

Public involvement is needed to integrate management of the environment, Crown resource lands, parks and protected areas, and renewable resources. It is also used to resolve conflicts and to build consensus among diverse interests.

Public involvement gives Saskatchewan residents a better understanding of our policies and programs and makes our goals accurately reflect public concerns, values and priorities. Feedback from the public is essential to ensure that our policies and programs remain on track.

Saskatchewan Environment and Resource Management (SERM) uses a range of public involvement methods that is loosely divided into five categories: education, information exchange, consultation, partnership, co-management and delegation. The range reflects the degree to which a number of factors apply, including:

- level of involvement of the public in the department activity;
- decision making shared by the department with the public;
- ownership of the process and product/s;
- detail required by the department in developing policy, plans or programs; and
- level of commitment the department requires of stakeholders and the public.

Guidelines for each of the five methods outline when, why, where and how each is used.

Public Involvement Principles

These principles are the "code of conduct" which guide the actions of department employees:

- The **Minister has authority** for environmental protection and renewable resource management;
- **Stewardship for the environment** involving integrated management processes for sustainable resources;
- An **ethical approach** based on respect, trust and fairness;
- **Co-operation** with and among communities, and between government and stakeholders;
- **Accommodation of differences** in values, interests and perspectives and support for diversity;
- **Productive, timely, results-oriented relationships** based on a shared purpose;
- **Informed decision making** based on openness, shared information and effective communication;
- **Inclusive processes** where participants share the design, particularly in partnerships and co-management; and
- **Shared responsibility**, including risks, benefits and accountability in partnerships, co-management and delegation.

Why We Involve the Public

There are five main reasons why we include the public in managing the environment and natural resources:

1. **Better Policies and Programs**
   We want to base our policies, plans and programs on good decisions. By involving the public we add quality information, knowledge and advice, especially from the community level, to our decision-making processes. By getting it right the first time, we spend less time and money trying to fix it later.

2. **Sharing Resources**
   By working together we pool resources and draw on the ingenuity, creativity, self-sufficiency and commitment of Saskatchewan people and communities. Public involvement makes it possible to achieve results which could not be achieved by the department on its own.

3. **Growing Demand for Public Involvement**
   Saskatchewan people want a stronger voice and a direct role in government decisions and actions that affect their lives. Their expectations extend far beyond voting every four or five years.

4. **To Satisfy Legal and Policy Requirements**
   Provincial government legislation, regulations and policy often include the requirement for public involvement.

5. **PI processes benefit both SERM and the stakeholders.**
   It is recognized that public involvement benefits both SERM and stakeholder groups through better decisions and other outcomes.

Ministerial Authority

Ministerial authority is the legislated power of the Minister to protect the environment and manage renewable resources.

Whenever the department undertakes public involvement, the public should be advised that the Minister must retain his or her authority and responsibility for managing the environment and renewable resources. The Minister's authority cannot be shared with groups unless allowed in legislation and specifically done so through formal written agreement.

Department staff are authorized to act on some decisions or recommendations reached through public involvement on behalf of the Minister. Examples of decisions that are within the authority of the Minister or Cabinet include fee collecting, limiting or controlling access to resources, interjurisdictional matters, some expenditures, and departures from government or department policy, regulations or legislation.

Aboriginal Involvement

First Nations have a constitutional right to hunt, fish and trap for food on provincial Crown land and lands to which they have right of access, year round and without a licence. Metis rights in this regard are yet to be confirmed at the Supreme Court level, however, many Metis in Saskatchewan live a subsistence lifestyle, depending upon wildlife for food. As a result, SERM generally refers to Aboriginal groups as separate from stakeholders (see Stakeholders section).

SERM is committed to Aboriginal involvement in its decision-making processes in a number of ways:

- SERM consults with Aboriginal peoples as early as possible with respect to fish and wildlife management matters that could impact them or their rights, and provides all material facts and information.

At the local and regional level, SERM consults with Aboriginal peoples through co-management arrangements, partnerships and direct communications with bands and Metis locals or communities to determine their concerns and needs and to include their input into the decision-making process. At the provincial level, the FSIN, Metis Nation of Saskatchewan and tribal councils are consulted when there are legislative or major policy changes.

- SERM enters into partnership arrangements with Aboriginal groups to mutually work toward common goals, resolve issues, develop a good working relationship and/or communicate and consult on a regular basis.

- SERM is open and flexible to adapt existing processes and create new ones that contribute to Aboriginal involvement in environment and resource management, within the current jurisdictional framework.

For a more in-depth discussion, please refer to SERM's *Aboriginal Affairs Policy Framework*.

Stakeholders

Stakeholders are the people or groups with an interest or "stake" in what the department does. Stakeholders include all people, groups or organizations that are directly influenced by the actions of SERM or whose actions have an influence on the department. Generally, our stakeholders include resource users, Aboriginal groups, non-government organizations, corporations, industry, communities, the media, elected officials, department staff and other provincial and federal government departments and agencies.

Stakeholder Representation

The level of representation by stakeholders in public involvement processes is an important consideration. For example, it is necessary for all resource users and interests to be involved in co-management in order to make true consensus-based recommendations to the Minister. In a partnership, you need only those stakeholders who are critical to the success of the goal. In consultation, there is a range of levels of stakeholder involvement, from the public at large to a small group with select interests.

Stakeholders need not just be local resource users or interest groups. There may be individuals who represent provincial interests (such as endangered species or protected areas) who should be part of a co-management arrangement. Consultation on environmental protection regulations might include both community and provincial stakeholder representatives.

The individual guidelines will provide more details on the scope of stakeholder representation you will want for the public involvement process you intend to use.

Consensus Decision Making

When the department involves the public in consultations, partnerships and co-management, it often wants participants to resolve differences and make decisions based on consensus, or general agreement. Achieving general agreement is often done through a process called consensus decision making. In a consensus decision, all participants do not have to agree to all aspects of the decision. They should, however, be able to "live with" the decision or solution.

The value in a consensus decision made through appropriate stakeholder representation is a greater likelihood that the department and Minister can accept the decision.

In some cases, it might not be appropriate for decisions to be made through consensus. For example, in an emergency or public safety situation or when significant stakeholders are absent, the department may have to make the decision on its own.

Please use the publication *Building Consensus for a Sustainable Future* as a guide to using the consensus decision-making process. A copy of this publication can be found in Appendix II of this package.

How to Determine Which Public Involvement Method(s) to Use

"The key to effective public involvement is to determine, based on your goals and objectives, what level of participation, or degree of shared decision-making and responsibility is appropriate to the situation or task at hand, and ensure that it is 'authentic' -- has integrity." [1]

1. *Public Involvement in Saskatchewan: A Guide For the Public Service,* 1994

There is often a fine balance between level of public interest, strength or complexity of the issue, and desired outcome that must be considered when choosing which public involvement method(s) to use. In many cases, a combination of methods will provide the best overall process.

The more power and responsibility to be shared with stakeholders in policy or program decision and service delivery, the higher the level of involvement. Delegation has the highest level of involvement and education the lowest.

The following diagram is designed to help you determine which public involvement method(s) to choose.

Environmental Protection - Resource Management Needs or Objectives	Public Involvement Method and Guideline to Use
• create awareness; explain issues, policies or programs	EDUCATION
• develop new skills, behaviours	
• encourage responsible behaviour	INFORMATION EXCHANGE
• encourage informed decision making	
• get stakeholder feedback	
• get stakeholder input and/or advice	CONSULTATION
• resolve conflict, solve a problem and/or resolve an issue	
• improve, build relationships	PARTNERSHIP
• plan, develop and/or deliver a policy, program or product	
• share responsibility & decision-making with stakeholders	CO-MANAGEMENT
• share authority with external group(s)	DELEGATION

When the Public is Not Involved

Although public involvement is integral to the way we do business, in some cases it isn't practical or advisable to engage the public. Activities that may have limited or no public/stakeholder involvement include:

- programs that must respond immediately to matters of public safety and well-being, for example, response to an environmental emergency;
- programs and policies based on political platforms and elected mandates because election process is a public participation in its fullest sense;
- decision to carry out department responsibility in a situation where efforts to reach stakeholder consensus are not successful;
- budget-driven planning; and
- minor modifications to existing policies, programs and services.

Communications and Education Considerations

Consultation, partnerships, co-management and delegation work best when all those involved are well-informed about the issue and about the public involvement method being used. Education and information exchange, themselves public involvement methods, can support the other public involvement methods -- consultation, partnerships, co-management and delegation. For more information on those methods, please refer to the specific guidelines in this kit.

Some public involvement processes may require a **communications strategy** developed by Communication Services Branch, in particular if the process or its outcome requires a Cabinet Decision or Cabinet Information Item. For advice, please call Jocelyn Souliere, Communication Services Branch, 787-9637.

Here are some tips for effective communications and education:

- Name a "point person" in the department and with the group(s) you are working with who will be responsible for communications among the organizations;
- Informally evaluate the knowledge base of your group to determine gaps and level of information or education needed;
- Consult with Communication Services to determine education and communication needs, strategies and support materials, and media involvement;
- Ensure that all printed materials and spoken communications are in clear language; i.e., easily understood. If low literacy, language differences, or an oral communication tradition is a factor, choose appropriate communications tool; i.e., translation and/or use of spoken word vs written materials;
- Ensure that your information contains only facts, or both sides of an issue, rather than just one point of view. The kinds of information decision-makers need include background, alternatives and pros and cons;
- Begin the communication process (information exchange) well before your public involvement process so that participants have time to digest and understand the issues and what's expected of them; and

- Be a good listener so that you thoroughly understand positions, interests, emotions and facts.

- Recognize stakeholders who have helped the department by participating in a public involvement process; for example, by a letter of thanks from the Minister.

General Rules for Public Involvement

Whatever method of public involvement you are planning, experience has shown us that there are a number of general rules that run across education, information exchange, consultation, partnerships, co-management and delegation. They are:

- Have clear objectives (i.e., set the purpose and goal of the PI process up front);

- Ensure that stakeholder expectations and responsibilities are clear (i.e., how the information, recommendations generated will be used and who will make the final decisions);

- Ensure that all the appropriate stakeholders are participating in the process;

- Ensure that all participants are clear as to their roles in the process (i.e., clarify that the participants represent their organization to the degree required and are able to speak for them, or not, and the decisions are supported by their organizations);

- Ensure that the process is open and honest (no hidden agendas), and that all participants have equal access to information; and

- Plan the process so that there are no surprises, both for stakeholders and for department staff;

- Establish timeframes for completing the process;

- Provide adequate lead time to the participants to prepare for the process;

- Ensure a level playing field for all affected stakeholders/participants by information sharing, timing and by providing other required resources.

Evaluating the Public Involvement Process

It is important that you, your work unit, your branch and the department as a whole learn from public involvement processes. Evaluating your public involvement processes and sharing their strengths and weaknesses will help us develop better processes in the future.

Short-term public involvement processes, such as a consultation, should be evaluated on completion. Ongoing processes, such as an advisory board or partnership, should be evaluated annually.

A number of methods can be used to evaluate the process, such as a formal survey of participants, informal telephone survey and debriefing meeting(s). The following questions can be used as a guide for evaluating your project. *Not all will be applicable to your project*:

Question	Analysis
• Did you meet your goals and objectives?*	
• Were stakeholders/public satisfied with the process?	
• Do stakeholders/public understand and support the ultimate decision or policy to the level you expected?	
• Has public understanding of the department's mandate increased?	
• Is there increased stakeholder knowledge and/or commitment to change?	
• Did the department learn anything new or important about the program or policy under discussion?	
• Did the department learn new facts about resources or environmental conditions?	
• Was a conflict resolved?	
• Did a commitment to share resources, risk and energy evolve?	
• Have individuals, groups and/or communities been empowered to solve their own problems and better influence their own futures?	
• Is the department better placed to detect changes in public behaviour, needs, preferences, values and perspectives?	
• Have a good working relationship, trust, credibility, and openness, etc. been established?	
• Have individuals or groups who have traditionally been excluded from decision-making processes been involved?	
• Is the department in a better position to holistically approach complex ecological, social and economic sustainability and/or integrated resource management and planning?	
• Was media attention favourable?	
• Were budget considerations met?	
• Other?	

* Use some scale to measure.

Case Study Outline

One effective way to become a proficient public involvement practitioner is to learn from your colleagues through case studies. Policy and Public Involvement Branch plans to develop a "case study bank" to house in its Public Involvement Learning Centre. Your contribution to the "bank" through your written case studies is valued. What follows is an outline for writing up a case study. Use point form whenever possible.

Title: e.g., Cypress Hills Vegetation Management Review; Community Environmental Management Steering Committee; Deschambault Lake Fisheries Co-management.

Dates: When started and ended, or a case study of an ongoing process.

Public Involvement Method/s Used: e.g., consultation, partnership
Is there a formal agreement?

Stakeholders Involved: e.g., Aboriginal groups; Saskatchewan Wildlife Federation; Saskatchewan Environmental Managers Association; media; MLAs, etc.

Rationale: e.g., Development of a strategic direction based on partnership and consensus that sets the direction for the future.

Objectives: e.g., to encourage mutual understanding; to identify opportunities; to develop a vision; to resolve a conflict; etc.

Structures: What structures were/are used and/or developed during the process; e.g., Environment and Resource Caucus Committee; regional workshops; interdepartmental committee; round table, etc.

Funding: How was/is the process funded; was there participant funding; is the new structure being funded (provide some detail)?

Process and Implementation Detail: List the steps involved from beginning to end, including how/who initiated.

Lessons Learned: Help others in the department learn by giving details on interesting glitches, how problems were solved, etc.

Evaluation: How was the process evaluated?

Contact: Name, Region/Branch, Location, Phone number.

Guidelines

Education Guidelines

EDUCATION GUIDELINES

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Staff of the Public Involvement and Aboriginal Affairs Unit are available to do the following:

- assess the need for a public involvement process;
- determine which public involvement process is appropriate to use;
- plan and design the public involvement process;
- provide information on provincial policy or direction;
- provide trouble-shooting services and advice; and/or
- facilitate public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

Foreword

Informed decision-making based on openness, shared information and effective communication is one of the nine public involvement principles that guide the actions of department employees.

Education is seen as a primary tool of learning, used to inform, instruct, explain, enrich and provide balanced viewpoints that enable people to examine a variety of perspectives on a proposed departmental program or policy issue.

Saskatchewan Environment and Resource Management (SERM) strives to maximize compliance with environmental protection and resource management legislation, regulations and standards through education and information. In some instances, education may in fact be used to **influence** attitudes or behaviours, although it is important that education not be seen as a tool of promotion or propaganda.

In their book, *New Ideas on Environmental Education*, Briceno and Pitt, offer two contrasting viewpoints on education. One states that by means of education "it is impossible **not** to influence people..." and the other states, "it is impossible to **make** people learn...".

The most successful use of education is not one that focusses on a specific desire or outcome, but one that follows the longstanding tradition of the formal education system, expanding an individual's knowledge or repertoire to encompass a broad range of fact, concept and opinion.

Education may be seen as a desirable management tool or it may be a process which is requested by various departmental stakeholder groups. In either case, it is one of the fundamental stepping stones in the process of involving the public in important program and policy issues.

For more information on other public involvement processes, please refer to other guidelines in this series and to SERM's *A Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources* found Part I of this document. Also, please refer to the introductory section of Part II for guidance fundamental to all public involvement processes.

Education: What Is It?

Education is the use of information and instruction to accomplish the following:

- to enhance awareness and understanding of natural resource management and environmental protection;
- to encourage more responsible environmental stewardship; and/or
- to encourage informed decision-making through better understanding of an issue, policy or program.

Education, as defined here, implies one-way communication. The other public involvement methods all involve two-way communication. As a result, education rarely involves the public in a planning/decision-making process. However, the department's educational programs and activities are often planned and delivered in partnership with stakeholders.

Examples of educational activities include: seminars, workshops, speakers, educational resource materials and media awareness campaigns.

Some examples of SERM's educational programs include:

Clean Cat:
Developed by Communication Services Branch to educate children in elementary schools on the 4 Rs of environmental responsibility - reduce, reuse, recycle, recover. The audience is Kindergarten to Grade 6.

Backyard Wildlife:
Developed by Fisheries and Wildlife Branch to motivate landowners and gardeners to take action for wildlife in their own yards and to increase their involvement in wildlife conservation in both urban and rural settings.

Speakers Bureau:
Developed by Communication Services Branch to establish a database of department and external speakers who can speak to various community groups/organizations and school children.

When to Use Education

Over the long term, education is used to build and reinforce the foundation of awareness of subjects under the department's mandate and to complement the department's education strategy. Examples of long-term educational objectives

would be to educate the public about the 4 Rs so that they follow them as a matter of course, or to change values and attitudes towards the environment to such an extent that the public become the watchdogs for monitoring the health of our environment.

Over the short term, education is used to address specific issues, programs or policies:

- in advance of, and as a component of, information exchange, consultation, co-management or partnership discussions, or any other public involvement process to prepare the public or stakeholders for their involvement in planning, developing and delivering new programs, policy development, and issues management; for example, expert guest speakers, journal articles, a consultant's study, a video and information from other provinces provided to members of the Waste Dangerous Goods Steering Committee; and

- as required for safety training; for example, the handbook used in the Firearm Safety Hunter Education Program.

SERM uses education primarily in the following circumstances:

- to keep the public aware of and updated on current policy, values, ethics, etc. to ensure that the public is informed of changes to department standards, regulations or mandate and the resulting impact on current societal actions;

- to promote understanding of specific subject matter and prevent misconceptions;

- to explain complex issues; show more than one side of an issue;

- to inform and educate about a specific topic, program or issue to give the public a "level playing field" and general background information;

- to maintain public awareness of environmental issues or opportunities;

- to provide information to enable informed public input and decision-making (e.g., the Long-term Integrated Forest Resource Management Plan);

- to create an awareness of the "global" picture, i.e., to put specific programs or issues into context;

- to respond to requests from the public or stakeholders;

- to ensure access to learning opportunities and information sources;

- to enhance skill development (training programs for water/air quality monitoring, water treatment operations; "train the trainers" and customer service programs);

- to inform the public of safety concerns, standards, regulations and legislation (e.g., spruce budworm spraying meetings, Dutch elm disease workshops, firearm safety/hunter education, revisions to *The Fisheries Act and Regulations*, water/air quality monitoring techniques, etc.).

Who is Responsible

Department staff are responsible for ensuring delivery of educational activities, as required, depending on the goals we hope to achieve. If we are to provide for client involvement at all levels of the organization, and provide for continuing public involvement, we are responsible to get people involved earlier and more extensively in the process to define problems, propose solutions and share responsibility for outcomes. In many instances head office and regional staff will use education activities in conjunction with other public involvement methods.

Communication Services Branch coordinates, prepares and distributes public and internal educational and informational publications. Support is available to assist with educational activities in other branches. The program branches are responsible for educational activities directly related to their program area.

Educational Techniques

In most cases, the **purpose**, or goal, for educating the public and/or stakeholders, will dictate the **technique(s)**.

The following list of education techniques is by no means comprehensive; nor is it a how-to guide on doing them. It is meant to help you make an informed decision about what educational tool might be appropriate in a given situation. Communication Services Branch can assist in further developing an educational project or component to a public involvement process.

(Note that a number of these techniques are the same as those found in the Information Exchange Guidelines. The main difference here is that the communication is primarily one-way and meant to increase awareness or change attitudes rather than inform and receive feedback.)

Workshops

Stakeholders are invited to attend a workshop/seminar to review information, define issues, solve problems or plan reviews. Workshops are expected to educate participants through a facilitator-lead process.

Advantages:

- defines issues
- establishes dialogue between groups

- may resolve conflicts
- builds relationships
- provides different perspectives

Disadvantages:
- substantial commitment of time and money
- maximum number of people should be 25-30
- results could be altered by same stakeholder groups attending each meeting in a series

Open Houses
Usually communicate information about project or proposal through displays and audio-visual support. Staff answer questions and clarify. Information handouts may be available.

Advantages:
- allows for small groups and individual discussion
- effective for project with local impact
- can be combined with public meeting, special event, etc.

Disadvantages:
- time-consuming and expensive
- input can be difficult to analyse unless response is structured
- avoid use of highly polished visual aids as it will appear that the decision is already made

Publications
To communicate information to a large number of people. Publications can be technical reports which give a great amount of detail or brochures which just give the highlights.

Advantages:
- communicate a large amount of information
- long-lasting

Disadvantages:
- may be expensive
- can't determine if public reads
- dealing with a broad audience

Speakers and Presentations
Speakers and presenters can provide information to various community groups and school children.

Advantages:
- get department viewpoint to various groups
- inexpensive
- small groups

Disadvantages:
- need quality control of speakers

Contests and Special Events
May be held to generate widespread public or media interest in particular issue or location.

Advantages:
- information to broad number of people, perhaps

Disadvantages:
- can't determine turnout
- can involve much staff time and expense
- may not generate public comment
- activity must be integral to issue or project

Advertising and Media Campaigns
To get information to great number of people, e.g., forest fire prevention campaign.

Advantages:
- broad information dissemination
- if successful, can lead to change of attitude in society

Disadvantages:
- expensive
- can be hard to judge if message is reaching the appropriate people

Audio-visual Shows
Can be used in conjunction with other methods, such as speaking, open houses, workshops, etc. to spice up the meeting and give a visual aid to learning. Can include a basic slide show, multi-projector slide show, video of slides, video with music and narration, etc.

Advantages:

- portable
- reaches various senses
- is a tool/aid to other methods

Disadvantages:

- can be expensive to produce
- may need expensive equipment to use the show
- may not know how to put together an interesting slide show, e.g., high-quality visuals, interesting text, timing

Tips for Effective Education

Effective education requires current, accurate, and balanced information, regularly updated and distributed to all users. Information must be relevant to users. Effective education empowers learners to assume personal responsibility for informed decisions and activities.

. Generally, longer term initiatives are directed at youth (sometimes through the formal education system, e.g., Project Wild, Focus on Forests, etc.) and the shorter term initiatives are directed at adults (e.g., Helping the Environment series)

. You may want to put education in the context of understanding that it is in society's best interest (e.g., recycling initiatives, landfill workshops, Clean Cat, fire prevention campaigns, etc.).

. Present balanced, factual, unbiased information.

. Know and relate to your audience. Be open, honest and sincere.

. Be sensitive to the culture and values of the groups and individuals involved.

. Build your education pieces as if the audience knows nothing about the issue/program, etc. Provide print and verbal communications in straightforward, clear language.

. You may want to use participatory media (e.g., "ParticiPACTION Campaign", Spring Walking Club, interactive videos, a quiz or evaluation, etc.).

. Include education as an integral part of an issues management strategy (e.g., underground storage tanks). In addition to communicating the department's position, there is a need to educate about the issue.

- You may want to use the formal education system (e.g., "report card" waste audit project with M.J. Coldwell School, Project Wild, school presentations, etc.).

- Build evaluation procedures into educational activities and programs.

Guidelines

Information Exchange Guidelines

INFORMATION EXCHANGE GUIDELINES

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Staff in the Public Involvement and Aboriginal Affairs Unit are available to do the following:

- assess the need for a public involvement process;
- determine which public involvement process is appropriate to use;
- plan and design the public involvement process;
- provide information on provincial policy or direction;
- provide trouble-shooting services and advice; and/or
- facilitate public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

Staff of the Communications Services Branch are available to assist in planning and developing information exchange programs. For information, please call Jocelyn Souliere at 787-9637.

Foreword

This document is to be used as a guideline by staff who are preparing an information program or who are planning to use information to support another aspect of public involvement, such as consultation, partnership or co-management. It provides examples of when information exchange is an appropriate method and the various means of accomplishing this process.

Information exchange is key to all public involvement activities and is pivotal to our ability to make good decisions. We cannot meaningfully involve our stakeholders unless they have adequate, unbiased and easily understood information. Nor can we make wise decisions when we have inadequate or inappropriate information.

Although there is some overlap, information exchange differs from education in that it implies two-way communication with the department providing information to a particular audience and receiving feedback and data. Education is more of a one-way process where the department delivers information to a group or the public at large.

Information exchange differs from consultation in that participants have little or no expectation that their input will be used in department decision-making.

More information on the other public involvement processes may be found in other guidelines in this kit and in SERM's *A Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources* found in Part I. Also, please refer to the introductory section of Part II for guidance fundamental to all public involvement processes.

Information Exchange: What is it?

Information exchange is the process through which the department and the public use a variety of communications tools to impart and gain an awareness of issues, policies and programs. The department considers information received from the public in its decisions, however, the public does not expect to be involved in making the decisions. The public uses information received from the department in enhancing its awareness and understanding about various environmental and resource issues.

Communications tools include letters, interviews, brochures, media releases, focus groups, open houses, public meetings and person-to-person conversations, etc.

SERM has undertaken many information exchange processes over the years, including:

- telephone and written surveys used as part of the Long-Term Forest Resource Management Plan;
- open houses informing people about vegetation management plans in parks;
- media campaigns on forest fire awareness; and
- technical briefings for the media regarding regulation changes regarding underground storage tanks.

Benefits of Information Exchange

Some benefits of information exchange include:

- access to and sharing of diverse ideas, opinions, data, knowledge, experience and advice, especially at the community level;
- improved ability to make better decisions and to respond to and adapt to change;
- increased understanding and acceptance of government decisions, policies and programs; and
- improved public involvement processes.

When to use Information Exchange?

Information exchange is appropriate for the following situations:

- During initial stages of policy and program planning and development;
- When the department provides details on planned or existing policies and programs;
- When a shared understanding is needed between stakeholders and the department;
- When there is a need for the department to inform stakeholder groups but not necessarily involve them in decision-making.

There are several circumstances where information exchange can effectively be used:

- **To create general awareness (inform):** for example, to provide information about pertinent dates, such as park openings or commemorative weeks. Usually, the most effective method of communicating this type of information is through media public service announcements and news releases, departmental or other external stakeholder newsletters and posters or flyers.
- **As a vehicle for informal dialogue:** for example, dialogue would be the preferred method when discussing minor changes to legislation or policies, or to sound out public opinion on a non-controversial subject, such as Earth Day activities or the effectiveness of departmental displays at trade shows. Public meetings, surveys, response coupons in newsletters and informal focus groups would be the most effective methods to solicit this type of dialogue.
- **To obtain opinion, evaluation:** for example, a "trial balloon" for changes to customer service, changes in stakeholder relations/involvement or in controversial changes, such as raising user fees.
- **To persuade:** After changes are made to legislation, policies or front-line department services, stakeholders need to learn what the changes mean to their groups. Individual meetings with stakeholder groups, presentations and advertising through newspaper, television, radio and pertinent publications would be the preferred methods to persuade these groups.
- **To provide the public/stakeholders with details:** As noted above, details of programs or policies should be presented to as wide an audience as possible,

and not just to the involved stakeholder groups. This helps the department to provide factual, correct information in a timely manner, to gather additional public input and to generate public support for departmental activities. The most effective methods to provide this information would be through an external stakeholder newsletter, a mail campaign or through public presentations.

- **When there's a need for shared understanding:** In some cases, there may be factors that prevent issues from being completely understood by all parties. Cultural, language and educational factors must be considered when providing information to stakeholder groups. These messages will be significantly more targeted than information designed for a wider, more general audience. Translation, cultural and heritage awareness or experience, and an understanding of the educational and social levels of the stakeholder group(s) is critical. Primary communications vehicles are small stakeholder meetings, personalized letters to members of stakeholder groups and one-to-one meetings with leaders of stakeholder groups.

- **As support to consultation, partnership co-management and delegation processes used for policy and program planning and development:** Information exchange is a vital support service to public involvement, providing program details, exchanging different viewpoints on issues and ensuring that factual information is available to all involved groups. Meetings with individual stakeholders, backgrounders and briefing notes would be ways of communicating this information. To provide pertinent information to other, less involved stakeholders, information in a stakeholder newsletter, advertising and public meetings or presentations would be the recommended techniques.

Information Exchange Techniques

This list presents just a few of the many information exchange techniques that can be used to create awareness and support department public involvement programs. For more detail on undertaking some of these techniques, please contact Communication Services Branch.

Informal Communications: May include telephone conversations, informal meetings, interviews, "coffee shop" and "street corner" talk. Involves keeping in touch with key people in organizations.

Advantages
- allows for an educated guess of the situation before a consultation strategy is implemented
- relationship building

Disadvantages
- cannot stand on its own, must be supplemented with other techniques
- responses may not be accurately recorded
- high margin for error

Reference/Resource Centre: Technical reports and project information can be made available to stakeholders through government offices, local libraries, etc.

Advantages
- allows wide, relatively cost-effective accessibility to information
- builds credibility

Disadvantages
- primarily applicable to urban areas
- potential for significant expense

Release of Discussion/Position Papers: A discussion paper is prepared to examine the issues surrounding an initiative. It is generally a precursor to a follow-up consultation process. A position paper is a statement of position on an initiative with the provision for feedback to the originator.

Advantages
- method of "testing the water" on initiatives
- method of consulting after or during development of an initiative

Disadvantages
- may inhibit creative alternatives as people simply react to those listed
- may be time consuming depending on number of stakeholders and size of their membership
- position papers imply inflexibility

Surveys: Surveys solicit opinion and also build a profile of the stakeholders involved. As well, they provide information and assist in focusing an issue. They can be undertaken through questionnaires, polls and mail-in coupons, etc.

Advantages
- gain understanding of a diverse group of stakeholders
- allows all stakeholders to be included
- may be statistically valid

Disadvantages
- response may be limited
- results may be biased unless proper survey design is employed
- stakeholders may be overlooked on the mailout
- stakeholders may not have adequate information to respond
- potentially expensive and time consuming

Focus Groups: Groups of 8 to 10 people are structured to represent a cross-section of the stakeholders affected by an issue. A moderator leads a discussion of the facts, exploring participants emotions, values, goals, and future resolves.

Advantages	-	provides a time and cost-effective "snapshot" of stakeholder opinion
	-	allows input from individuals as well as stakeholder groups
Disadvantages	-	participants may not accurately represent the position of their organization
	-	not statistically valid

Publications: Print information that includes brochures, newsletter, bulletins, direct mail, flyers, etc. used to reach a broad audience or to communicate progress in a public involvement process with stakeholder groups.

Advantages	-	consistent information to all groups
	-	can reach large segments of the public
	-	feedback can be received through clip-and-mail coupon
Disadvantages	-	expertise in written communications and design required
	-	can be costly, time consuming
	-	limited to the reading public

Telephone Inquiry Line: A single phone number (often toll-free) that the public can call to ask questions or make comments. May be staffed by a knowledgeable person or use an electronic voice response system.

Advantages	-	can handle large numbers of inquiries
	-	cost effective
	-	convenient, quick access to department
Disadvantages	-	time required to staff the line
	-	messages must be promptly returned
	-	many people don't like electronic voice responses.

How to proceed

Delivery of information to stakeholders, media, special interest groups and the general public is primarily the responsibility of the Communication Services Branch. In addition, branches that have resident Information Officers undertake aspects of information delivery. However, most staff in branches and regions often undertake direct communications with stakeholder groups such as hunting surveys and public information meetings on amendments to various acts or regulations.

The Communications Services Branch can help you to develop communications plans to determine key audiences and messages and the best method of communicating with those audiences. The branch supports various information exchange processes by:

- writing and editing materials in clear language to assist in stakeholder understanding;
- ensuring messages are consistent and reflect the government's priorities;
- conducting media campaigns;
- producing and writing internal and external stakeholder newsletters, news releases and backgrounders, fact sheets, advertisements and other publications.

Tips for Successful Information Exchange

When undertaking your own information exchange process, consider these tips:

- Know your audience and goals - prepare briefings and develop an outline describing the issues, purpose, implications, cost, target audience(s) and establish concrete goals which can be used to determine your campaigns success;
- Draw up an information exchange plan as part of your public involvement process plan;
- Use the appropriate communications tool to deliver the message to your audience. For example, if the target audience has a low literacy rate consider delivering the message orally through public meetings or radio campaigns;
- Avoid creating and/or distributing biased information that could be construed as propaganda;
- Use clear language -- when using a written medium for delivering your information or when conducting surveys, etc. consider your audience first. Try to imagine yourself as the stakeholder. How easily understood (or misunderstood) is your message? Is it too technical for their knowledge base? Will it keep their interest, raise their curiosity and/or improve their understanding? Is the tone appropriate and are the messages consistent? Can the audience respond?
- If expecting feedback from your target audience, make it easy for them to respond. Conduct public meetings were comments can be recorded. Ensure questionnaires/surveys are easy to understand and to complete and that they are not too long. Consider providing the phone numbers or addresses of contact people, self addressed envelopes for mail-in surveys, or establishing a 1-800 number for public responses.

- Contact Communication Services Branch for assistance in developing your information exchange program.

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Consultation Guidelines

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Foreword

Individuals and organizations have sought for many years to be consulted in decision making. Governments now understand the need to work together with stakeholders, encouraging them to share in managing the environment. The growing public cynicism about the effectiveness of centralized decision making, has lead to the recognition that stakeholders need a stronger voice in government decisions.

These guidelines are for SERM employees who are preparing a public consultation. They include the major components of the process and attempt to explain the rationale behind them. Persons leading a consultation process are advised to consider the unique aspects of the issues under discussion and the stakeholders they are dealing with and apply the suggestions contained herein accordingly.

Consultation is a public involvement tool. It is by no means the only tool available and should be used where applicable. For more information on other public involvement processes please refer to other guidelines in this series and SERM's *A Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources* found in Part I. Also, please refer to the introductory section of Part II for guidance fundamental to all public involvement processes.

Staff in the Public Involvement and Aboriginal Affairs Unit are available to do the following:

- assess the need for a public involvement process;
- determine which public involvement process is appropriate to use;
- plan and design the public involvement process;
- provide information on provincial policy or direction;
- provide trouble-shooting services and advice; and/or
- facilitate public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

Consultation: What Is It?

Consultation is a process of two-way communication between the government and the public. For the purposes of this document, "public" is defined as *individuals or groups who have a significant interest in the subject*. The words public and stakeholder are used interchangeably.

Consultation strives to obtain public feedback or opinion to be used in a decision making process. Participants can expect their advice to be considered; however, government still makes the final decision. Authority rests ultimately with the Minister or Cabinet. This does not diminish the value of the process for any of the participants, including government. Nor should it conflict with the principle of shared responsibility. By discussing these principles at the outset of all consultations you can help stakeholders avoid the false expectation that they are making the decision rather than providing advice or information to government.

Principles of Consultation

Timing

- Consultations must take place while options are still open, before decisions have been made;
- Stakeholders must be given enough time to consult and secure the support of their constituents; and
- Time is always limited; therefore, consultations must be carefully planned and time constraints recognized.

Access to Information

- Everyone must have access to the same relevant information;
- Information must be clear and understandable by all parties; and
- Questions or information requests that arise during consultations must always be pursued.

Process

- Consultation with the public and stakeholder groups should be undertaken for major policy and project developments from the start and not after decisions have already been made;
- Conflict arising during the process should neither be denied nor ignored. The conflict must be understood if efforts are to be made to overcome it;
- There should be a willingness to adjust the process to meet unforeseen needs;
- Clarify the purpose of the consultation process, and explain how the information gathered and concerns raised will be addressed or dealt with.

- Resources are generally limited so consultations must be carefully planned;
- Follow up by providing reasons to the consultative group, as to why some concerns or issues raised during the consultation process are not reflected in the decisions made by the department.
- Decisions made during consultation must be reported to stakeholders; and
- Consultations should be evaluated upon completion.

Benefits of Consultation

- **Informed public who have ownership in the solutions:**
  Consulting stakeholders expands and sensitizes the knowledge base and encourages practical, relevant solutions that are the shared responsibility of stakeholders and governments. As new ideas and a broader range of options are generated and considered, decisions are likely to improve. Involving all players in the process of developing solutions will ensure that there is stronger commitment to making the chosen solution work.

- **Innovative approach:**
  New problem-solving approaches and innovative solutions are needed that do not rely solely on government expertise and funds. Consultation helps draw on the ingenuity, self-sufficiency and commitment of various stakeholders and results in better government decisions.

- **Potential to save time and money:**
  While consultation processes may be slow, involving stakeholders early makes lengthy confrontations or legal battles less likely to emerge, thereby saving time in the long run. If a more favourable climate for decision making is fostered, the potential for conflict is reduced.

- **Builds department/government credibility:**
  Not only do consultations equip government with more accurate and timely knowledge and insight on conditions, concerns, values and priorities, but they provide stakeholders with a better understanding of department programs and responsibilities, constraints and opportunities. Consultations, if approached honestly, can enhance department/government credibility.

- **Builds relationships:**
  Strong relationships with other organizations will help SERM be more responsive and better able to foresee and respond to emerging trends. SERM will better understand other interests, at the same time as it becomes better understood itself.

Risks of Consultation

There are also a number of potential risks associated with consultation which need to be acknowledged.

- **False expectations:**
  If you solicit feedback or advice through a consultation process, participants in the process may believe their input will influence, if not determine, the final decision. To reduce this risk, employees should explain clearly how stakeholder advice will be used in the department decision-making process. Employees should know where to draw the line when making commitments on behalf of the Minister (the department) or the government.

- **Time-consuming process:**
  The amount of time to complete a task can be increased considerably when consultation is undertaken. The time to set up a consultation process, implement it and reconcile information from it can be extensive, particularly if the issue requires consulting a wide variety of stakeholders. However, keep in mind that properly done, the consultation process may lead to a better solution and greater efficiency over the long run.

- **Cost:**
  Consultations can add considerable costs to the work being undertaken. The consultation forum, travel expenses for staff and for stakeholders (if provided), staff time and, if required, professional consultation or facilitation services can all add to the cost.

- **Less control over outcome:**
  If you have chosen to use the consultation process as a public involvement tool, the decision you are looking for has not been made. The department is asking for help in making the decision. Therefore, you can direct the process, but not the outcome. Again, explain to participants at the beginning of the process to what extent their input will be used in the final decision. If the department has already made its decision, the public involvement tool to use is Information Exchange or Education.

When to Use Consultation

The following may be used as criteria when determining whether to use consultation as the public involvement tool:

- The department wants advice and public perspective on the issue;
- The department has not already made a final decision;

- There are multiple interests that need to be heard;
- We cannot meet all demands of all stakeholders and trade-offs must be sought;
- We need help in delivering a program; and/or
- It is required in the environmental impact assessment process.

Who is Responsible?

Public consultation has been ongoing for many years under various names and has been conducted both by regional and head office staff. With the recent department re-organization and focus on regional delivery, there will be an increased emphasis on regional delivery of public consultation work.

Public Involvement and Aboriginal Affairs will continue to provide support to all department staff in ensuring consistent and efficient implementation of public involvement processes, including public consultation. Please refer to the *Foreword* in this guideline for details.

Who Should Be Included?

Generally, the nature of the issue and the people who will be affected by it will usually dictate who you want to consult with. People usually become involved when they consider themselves affected and believe they can have an impact. However, some groups may have to be actively encouraged to participate.

Consultation may be with any or all of the following groups:

a) The general public
b) Stakeholders: for example, industry, business, educational institutions, media, non-government organizations, etc.
c) Government: for example, staff, executive management, politicians, municipal government(s), federal government.

Consultation processes are often primarily with targeted stakeholder groups and rely on their leaders to represent the groups' best interests. This allows the initiator of the consultation to deal with a smaller group of people who are responsible to inform and consult with the larger stakeholder-group membership. The leader of the consultation process is well advised to check with members of the organizations to ensure that the leaders are doing their job and are truly representative.

Consultations on one issue may be simultaneously held with more than one group. For example, SERM may consult with key stakeholders on a one-on-one basis during a larger process involving the general public, provided that both groups are aware of the other process.

Methodology

A wide variety of consultation techniques is available, each with its own advantages and disadvantages. A combination of two or more may be useful in any consultation process. As well, consultation may be used as a support to partnership, co-management and delegation public involvement methods.

Selecting the consultation technique(s) may done using one of the following approaches:

1. Initiator selection: The program branch or region which is initiating the consultation determines its needs and chooses the best technique(s) to fulfil them.

2. "Plan to Plan" selection: The initiator invites representatives from key stakeholder groups to discuss the various consultation techniques and decide upon the best technique(s) that will serve the needs of all.

3. Participant selection: Preliminary meetings are held with all participants of the consultation to discuss the various techniques and decide upon the best technique(s) which will serve the needs of all. This method may require use of the consensus decision-making process.

Consultation Techniques

The following descriptions are meant to give you an idea of a few of the many consultation techniques that are available. They are not meant to be how-to guides.

Advisory Committee/Task Force:
Groups are selected to represent a cross-section of interests. The committee may be asked to prioritize, review, make recommendations, develop alternatives, evaluate, assist, etc. Advisory groups tend to be long term whereas Task Forces are designed to be temporary.

Advantages
- conflict resolution among groups
- relationship building
- provides different perspectives

Disadvantages
- representatives may not truly represent
- may create false expectations of influencing final decisions
- number of interests may be too large to handle on one committee

Calls for Briefs/Submissions:
Stakeholders are invited to address a project or policy by writing or presenting concerns, alternatives and solutions.

Advantages
- allows stakeholders to participate through the mail; less costly
- allows stakeholders time to prepare

Disadvantages
- adequate information must be available to stakeholders to ensure meaningful reply
- response may be limited to well-organized interest groups and organizations

Charrette:
All stakeholders are invited to a problem-solving workshop under the commitment that they will stay and participate until a plan has been reached that is acceptable to all.

Advantages
- immediate resolution plan
- conflict resolution among groups
- relationship building
- provides different perspectives

Disadvantages
- difficult to get all stakeholders to commit
- all parties, including government must be willing to accept the final plan
- potentially expensive and time-consuming

Focus Groups:
Groups of 8 to 10 people are structured to represent a cross-section of the stakeholders affected by an issue. A moderator leads a discussion of the facts, exploring participants emotions, values, goals, and future resolves.

Advantages
- provides a time and cost-effective "snapshot" of stakeholder opinion
- allows input from individuals as well as stakeholder groups

Disadvantages
- participants may not accurately represent the position of their organization
- not statistically valid

Public Hearing:
A forum where stakeholders can make formal statements about the issue at hand. Oral statements are usually accompanied by a written brief. Often a panel representing the organizers questions the presenters.

Advantages
- allows all involved to voice their concerns
- builds credibility through a highly visible process
- allows stakeholders the opportunity to vent frustrations
- public forum provides a moderating influence on some stakeholders

Disadvantages
- risk of one stakeholder swaying general opinion through convincing arguments
- significant investment of time and resources
- public forums may be intimidating to speakers
- communication may be one-way
- time constraints or distance might provide barriers to participation
- political decision may override that of the process

Workshops:
Stakeholders are invited to attend a workshop to review information, define issues, solve problems or plan reviews. Generally workshops are expected to educate participants and solve a problem or develop a product, such as an action plan, through a facilitator-led process.

Advantages
- develops participation skills and subject knowledge
- defines issues
- establishes dialogue between groups with opposing viewpoints
- conflict resolution among groups
- builds relationship
- provides different perspectives

Disadvantages
- commitment of time and money by department and stakeholders
- maximum number of participants on one issue should not exceed 25 - 30 people
- if a series of workshops are held, large stakeholders groups could effectively skew the results through a large turnout at all of the workshops

Consultation Process Steps:

1. **Establish a Preliminary Plan:**

   - Identify issues;
   - Identify key stakeholders for a "planning to plan" meeting;
   - Identify all stakeholders who are affected or who will be interested in the issue;
   - Identify communication vehicles to inform all stakeholders;
   - Scope the impacts of the issue and plan accordingly; i.e., provincial or local issue;
   - Allow for more extensive planning for large scale impacts/consultations; and
   - Identify key people in your own branch/region/department and determine how consultation results will be used within your organization to address issues.

2. **Make Initial Contacts:**

   - Identify additional stakeholders and associated issues/impacts;
   - Stakeholders share information/position/solutions on the major issues/concerns;
   - Identify formal/informal stakeholder networks and their leaders; and
   - Large scale impacts/consultations should allow for more time to make initial contacts.

3. **Prepare a Detailed Plan:**

   The plan should include:

   - Objectives;
   - Anticipated major issues;
   - Key stakeholders and their issues/level of concern;
   - Anticipated decision-making process;
   - Critical path from start to finish including milestones (deadlines);
   - Staff, budget, resources, responsibilities;
   - A plan to monitor and assess progress and potential need for changes during the consultation process; and
   - Evaluation.

4. **Implement Plan:**

   - Organize and analyze incoming information;
   - Categorize stakeholders with their issues;

- Build relationship with stakeholders; demonstrate trust, credibility, negotiate fairness, flexibility, openness and honesty; and
- Develop solutions to issues.

5. **Monitor and Evaluate Results - Did the consultation . . .**

   - Accomplish the planned objectives?
   - Achieve a satisfactory and representative level of public input?
   - Lead to plans, approaches, and solutions acceptable to all stakeholders?
   - Lead to an acceptance of consultation as a form of issue resolution?

   Tools for Evaluation:

   - Telephone survey/questionnaire
   - Written survey/questionnaire
   - Review by focus group
   - Peer review
   - Media monitoring

   (For more information on evaluation, please refer to the section, *Evaluating the Public Involvement Process* in the Introduction.)

Tips for Effective Consultation

- **Build and maintain trust relationships:**

  - Work to establish credibility, trust and respect. Be open, honest, sincere and flexible. Avoid hidden agendas.
  - Be sensitive to the culture and values of stakeholders.
  - Be a good listener; listen for emotion as well as content.
  - Respect the stakeholder's ability to digest and analyze information. Accept stakeholder decisions.

- **Communicate effectively:**

  - Ensure all participants are well informed.
  - Discuss early how the outcomes of this process will be used by the Minister/SERM's decision-making.
  - Provide print and verbal communications in clear language.
  - Call documents "working papers", "drafts", or "discussion papers".
  - Provide factual information rather than biased.
  - Involve the media early as a possible partner in disseminating information.
  - Follow up after the decision is made.

- **Ensure adequate planning and meaningful consultation:**

  - Plan to plan (involve stakeholders in this process).
  - Include <u>all</u> affected stakeholders.
  - Determine the resources required and where they are available.
  - Ensure that sufficient time and resources are available for the technique(s) you wish to employ. Consultation takes time, money and effort.

Guidelines

Partnerships Guidelines

Partnership Guidelines

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Foreword

The use of partnerships in the management of our resources and environment is by no means new to Saskatchewan Environment and Resource Management. SERM has long enjoyed joint working relationships with a wide variety of stakeholder groups composed of people who share the same love and respect for our environment and natural resources.

Activities in SERM where partnerships are being used include: program development, policy development, land use planning, program implementation, park visitor services, product and promotions development, information/education program development and conflict/issues resolution.

These guidelines have been developed to highlight the importance SERM places on public involvement and the need to seek out new and nurture existing partnerships. They are meant to serve as a guide to department staff and participants to allow them to understand and implement partnerships as one form of public involvement. Because relationships are varied and evolve, all situations cannot be anticipated in the preparation of these guidelines. They cannot answer all questions but should provide useful direction. For more information on other public involvement processes, please refer to SERM's *A Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources* found in Part I. Also, please refer to the introductory section of Part II for guidance fundamental to all public involvement processes.

Staff in the Public Involvement and Aboriginal Affairs Unit are available to do the following:

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- facilitate public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

What is a Partnership?

SERM uses partnerships for two main reasons:

1) to improve and build the relationship between SERM and another party; and

2) to work with one or more parties to achieve a common goal.

The term "partnership" is used in a non-legal sense; i.e., when the department forms a partnership, it is a co-operative or collaborative alliance rather than a legal relationship where liability is assumed.

Activities that may occur within partnerships include ongoing consultation; problem solving; program, policy, service or product development; and sponsorships or cost-shared programs or products.

Partners in a partnership share some level of responsibility, planning and decision-making and also share ownership of the process and product. In addition, resources, expertise, energy and risks are shared among the partners.

Partnerships do not give authority to avoid regulatory responsibility, cannot take the place of co-management boards and do not result in the participants exerting decision making authority over environmental protection or resource management issues.

Benefits and Risks of Partnerships

When deciding whether or not to use a partnership as a public involvement tool, consider the following benefits and risks:

Benefits:

- a more harmonious relationship between potentially diverse interests;
- goal is easier to attain with partners working together than individuals working apart;
- better access to and sharing of quality information, knowledge and advice;
- better understanding of client/stakeholder needs for SERM;
- improved programs and service delivery;

- stakeholders more likely to take responsibility for achieving goals;
- possibly a shared fiscal commitment;
- conflict resolution;
- shared problem solving, especially when problem is complex; and
- shared expertise, energy and risk.
- reduced red tape for SERM partners;

Risks:

- imbalance in ability to contribute time, energy, expertise and/or funds;
- creation of expectations department can't fulfil;
- partners take over ownership before department is ready; and
- partners assume greater authority than they are legally allowed.

Partnership Principles

When developing partnerships keep these principles in mind:

- Partnerships should support departmental priorities and the principle of shared responsibility for the environment and management of natural resources;
- Partners must be equally committed to the success of the partnership arrangement and be prepared to share its risks and benefits;
- The partnership arrangement should be tailored to specific purposes and objectives, maximize the contributions of individual partners and add value to their respective efforts;
- Partners should clearly understand their roles and responsibilities and the results expected from the partnership;
- Partnerships must be developed in an ethical manner, building on respect, trust, openness and common goals among partners;

- SERM partnership practitioners should share their knowledge and expertise to enable the department to continuously learn and improve from their insights; and

- Partnerships are a tool, not a goal unto themselves. However, the process of developing and working in partnerships is valuable in relationship-building.

When to Use Partnerships

Partnerships are chosen as a public involvement tool instead of consultation when an improvement in communication is desired and/or where the parties involved are from the start committed to one outcome or goal.

A partnership should be used instead of co-management when all the parties associated with local environment and resource management are not able or are unwilling to sit down as a co-management group. In many cases, there may not be any impetus to bring all the stakeholders to a co-management table or the groups are not at the same level of understanding or commitment to undertake co-management. One specific stakeholder group might, however, wish to become more involved with the management of the resources and environment. In this case, a consultative partnership could be used to fulfil this need. It is imperative that the group involved in the partnership and the other stakeholder groups understand that the partnership arrangement is not taking the place of co-management and that co-management cannot take place unless all of the stakeholders are involved.

Other circumstances that make it appropriate to use partnerships as a public involvement tool include:

- when it is practical to share resources, expertise, energy and risk;

- when the problem/project is complex;

- when there is conflict that requires resolution;

- when there is demand for shared, ongoing planning and decision-making;

- to assist and empower certain groups, for example, Aboriginal groups, communities, non-government organizations, industrial sectors, etc.; and

- when the problem/solution or goal does not allow for or require co-management.

Partnership Agreements

Partnerships can be undertaken through informal arrangements or formal agreements. A partnership agreement is a formalized way of authorizing on paper the goals and objectives, principles and process of the negotiated partnership.

Before beginning to negotiate a partnership agreement, evaluate the need for a signed document. For example, the document itself may build up the wrong expectations of a partnership; the potential oral tradition of a First Nations partner may make a document irrelevant; or the relationship may be working well enough that a document is not really required. On the other hand, the potential partner may feel that a signed document is an important component of the partnership.

Partnership agreements are not legally binding documents but serve as a means for opening communication lines and a tool to define partnership parameters.

An example of a resource related partnership agreement is the James Smith First Nation agreement. This agreement has the objective of implementing multi-stakeholder co-management in the Fort a la Corne Provincial Forest and Fur Block. A partnership agreement dealing with environmental management is the Environmental Performance Enhancement Program Agreement with Weyerhaeuser Canada. The company has committed a large expenditure of funds to upgrade the Prince Albert Pulp and Paper Plant.

How to Proceed

Initial Scan

- Determine who the client/s of the partnership is/are, what the product or outcome is to be, and who is accountable. Define prospective roles and responsibilities.
- Assess whether it is appropriate for the department to be involved in the partnership or whether it should act as a catalyst by facilitating a partnership among others.
- Evaluate the objectives of the proposed partnership arrangement to determine if they support the department's priorities as well as the partner's goals and objectives.
- Conduct an early scan of existing partnership efforts within the department to determine the potential impact or contribution of the planned partnership (i.e., how it fits into department goals).

- Determine who the stakeholders are and who would best serve as partners. Evaluate implications of including and excluding various parties.

- Ensure that senior management is briefed about partnership projects on an ongoing basis:

  - secure management commitment to the partnership, including appropriate resources to deliver department obligations and the definition of clear accountability lines within the department;

  - ensure that senior management understands the potential benefits and risks associated with the partnership arrangement;

  - be prepared to deal with political uncertainties; and

  - ensure that all parties engaged in the partnership understand the political context and the factors that may bear on the management of the process and the role of individual partners.

Developing the Partnership

- Ensure that staff on the partnership team have the power and skills to decide or negotiate on behalf of the department.

- Designate a specific individual as the single point of contact for the partnership to promote efficient communication.

- Ensure that all the participants (both department and public) who might participate in or be influenced by the process are made aware of the development of the partnership at an early stage. This includes other stakeholders who might feel "threatened" by the department having a partnership with a stakeholder in an area in which they have an interest.

- Within the partnership framework, develop terms of reference and operating procedures.

- Refer to the *Partnership Development Checklist* below to develop good departmental communications regarding your partnership.

Operating, Monitoring and Evaluating a Partnership

- Develop, collaboratively with the partner, appropriate performance indicators for measuring the success and effectiveness of the partnership. (Pleaser refer to *Evaluating the Public Involvement Process* section in this kit.)

- Document and publicize successes.

- Share information within the department about your partnership efforts to ensure a full understanding by other employees of the nature and scope of existing arrangements.

- Undertake an annual review process with the stakeholder groups that includes new initiatives, successes, failures or difficulties, adherence to schedules or future environmental actions.

- Ensure that when a partnership ends, a final analysis is conducted to provide a record of the learning associated with the partnership initiative for the benefit of the department and the partner.

Tips for a Successful Partnership

- When appropriate, involve both Regional and Program department staff in the process from the onset to ensure that all needs are anticipated and addressed and to ensure provincial consistency in policy and process.

- Ensure that the participants, especially the stakeholder group, are fully aware of the definition of a partnership (and its limitations). If the partnership involves resource management explain the difference between a partnership and co-management.

- Ensure that the partnership is not perceived by the partner or other stakeholders to confer any special rights or authority.

- Ensure that any partnership agreement undergoes both department and inter-departmental reviews prior to approval.

- Ensure that the development of the agreement is completed by the actual parties that will be implementing it and not exclusively by a third party, such as a consultant.

- Follow up any cash donation partnership activities with the appropriate Service Bureau.

Partnership Development Checklist

The purpose of this checklist is mainly to ensure that all the appropriate people inside and outside the department are involved and informed prior to and during partnership development.

After a group (or groups) has asked the department to enter into a partnership, the person developing the partnership should check off the following items:

✓ Hold a meeting (conference call) with all concerned interests within the department to:

- ✓ assess the appropriateness of the proposal;
- ✓ determine if there are any special considerations with regard to the group or to the area;
- ✓ examine impacts on existing partnership or co-management arrangements or other agreements, such as a Forest Management Licence Agreement;
- ✓ decide who should lead the process; i.e., the Regional Director, Public Involvement & Aboriginal Affairs or Program Branch; and
- ✓ decide who should be on the negotiating team and who should be the "point person";
- ✓ discuss a "no surprise" policy both during development and operation of a partnership. Intradepartmental communication is essential to ensure information flow between everyone who may have knowledge that will impact on negotiations or the agreement.

Who to involve at this meeting depends on the kind of partnership you are developing. People to consider include:

- ✓ Regional Director
- ✓ Director of Regional Services
- ✓ Co-management Co-ordinator
- ✓ Integrated Resource Manager
- ✓ Corporate Environmental Management Co-ordinator
- ✓ District Conservation Officer
- ✓ Partnership Development Officer
- ✓ Representatives of program branches where there may be direct interest, such as Forestry, Fisheries and Wildlife, or Environmental Protection
- ✓ Representative of Sustainable Land Management if there

- Invite an appropriate representative from Public Involvement & Aboriginal Affairs to attend the first meeting of the negotiating teams in order to present a provincial overview as well as policy and political context.

- Develop a contact list that may include, but is not limited to, the following. Ensure that they are directly informed or cc'ed/bcc'ed on correspondence:

  - Associate Deputy Minister, Policy and Programs
  - Assistant Deputy Minister, Operations
  - Executive Director, Operations
  - Regional Services Director
  - Program Director/s
  - Regional Director
  - Director, Communication Services Branch
  - Manager, Public Involvement
  - Partnership Development Officer
  - Corporate Environmental Management Co-ordinator
  - Other provincial departments/agencies/Crowns
  - Local MLA/s
  - Saskatchewan Intergovernmental and Aboriginal Affairs

- If the parties believe that a formal agreement is required:

  - Contact a Partnership Development Officer in the Public Involvement Unit to determine if a Cabinet Decision Item (CDI) or Cabinet Information Item (CII) is required. He/she can assist in drafting the agreement and prepare a CDI or CII.

  - Plan with the negotiating team a means to inform neighbouring or affected stakeholders/communities of the imminent partnership agreement and its consequences, if any, to the stakeholder.

Guidelines

Co-Management Guidelines

Saskatchewan
Environment
and Resource
Management

Co-Management Guidelines

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Staff in the Public Involvement and Aboriginal Affairs Unit are available to do the following:

- assess the need for a public involvement process;
- determine which public involvement process is appropriate to use;
- plan and design the public involvement process;
- provide information on provincial policy or direction;
- provide trouble-shooting services and advice; and/or
- facilitate public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

Foreword

This guideline has been compiled to provide staff with general guidance on co-management. It is not intended to be a "how-to" cookbook. Every co-management situation will be different. The intention of this guideline is to clarify some of the confusion surrounding co-management, add some understanding, and build awareness of the various processes.

Co-management is a public involvement tool. It is by no means the only tool but one of many, and should be used where applicable. For more information on other public involvement processes please refer to SERM'S *A Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources* found in Part I. Also, please refer to the introductory section of Part II for guidance fundamental to all public involvement processes.

Co-Management: What Is It?

Co-management (short for co-operative management) is the process through which there is increased public involvement in renewable resource management, environmental protection, park management and operations.

Co-management, informal or formal, may take place through a variety of mechanisms, such as co-operatives or co-management boards. The form of co-management depends on the situation; for example, types and numbers of stakeholders; objectives of the process; resource-specific factors; allocation methods; or changing circumstances.

Whatever form co-management takes, there is some level of sharing between the department and the stakeholders for planning and decision making, as well as shared ownership of the process and products. The process may be short-lived if it deals with a specific issue or it may be long-term management of a geographic area.

Co-management is not a private interest, majority rule, autocratic, or win/lose process. The process is one in which all those with a stake are involved - where decisions are made by consensus. Treaty rights, land claims, joint projects and partnerships are not co-management. Co-management is not the turning over of government power to a single non-governmental interest; it is the sharing of responsibility for resource management by all the interested parties who make recommendations to the Minister.

The co-management model used in Saskatchewan is different from that used in other jurisdictions. What sets it apart is that when we do co-management, we involve all stakeholders at the co-management table. In Manitoba's co-management model, for example, the natural resource department represents all resource user stakeholders at the co-management table and the First Nation represents its own interests.

Co-management Principles

Co-management of environment and resources is based upon a number of principles. They are:

- **Public ownership and provincial responsibility** for renewable resources. The Minister retains legislated authority and accountability;

- **Co-operation as partners** in environmental and resource management through an approach based on mutual respect, trust, fairness and openness;

- **Stewardship of renewable resources and the environment** as the keystone to sound management. Healthy ecosystems must be maintained; renewable resource use must be sustainable;

- **Integration of environment/renewable resource, economic development and social well-being** in all planning and decision making as an approach critical for achieving sustainable development; and

- **Inclusiveness of the process** -- Co-management must be open to all stakeholders, and respect existing uses and allocations.

Difference Between Partnerships and Co-management

Partnership agreements are usually two-sided and are used to build or improve a relationship and/or to achieve a certain goal or goals. They outline principles, objectives and a process that will allow the partnership to function. Often, one of the goals in a partnership agreement is for SERM and the other party to work together to develop co-management in an area. Resource management decisions are not made under a partnership agreement.

Co-management, on the other hand, must include **all** interested parties. With all stakeholders represented at the co-management table, management decisions and recommendations can be made.

For more information on partnership development, please refer to the Partnership Guideline in this series.

Benefits and Risks of Co-management

Resource users today, especially Aboriginal people, want a stronger voice and direct involvement in decisions. People are not satisfied any more to just sit back and let someone else make the decisions. Being involved in co-management can result in stakeholders taking greater control over their futures and in resource conservation.

Some of the benefits associated with co-management include:

- effective/sustainable use of the resource;

- improved public relations and open channels of communication;
- access to important information and knowledge from people with a stake in the resource;
- respect for other perspectives and interests;
- improved effectiveness, efficiency, and public acceptance of policy, plans, and programs;
- shared commitment to the results by all participants; and
- resolution of issues and conflict at local level.

Co-management also has risks that must be recognized and dealt with for co-management to proceed smoothly. For example:

- co-management board will want to or will try to assume more power/authority than legally allowed;
- expectations may be too high with regard to immediate economic benefits;
- one or more critical stakeholders will not or cannot participate, potentially making decisions less valid; and
- lack of a common goal or focus will make the group unable to reach consensus and make decisions.

Co-management and Co-jurisdiction

More often, Aboriginal groups are saying that co-management and partnerships are a form of co-jurisdiction or are a step on their road to self-government. They believe that by entering into co-management or partnership agreements with SERM, they are gaining some control or authority over natural resources.

It is essential, when negotiating and implementing partnerships and co-management, to ensure that all parties understand that co-management is simply a very effective natural resource management tool. **Co-management is not a form of co-jurisdiction or a step to self-government.** Although we respect the progress of Aboriginal people toward self-government, co-management is not a road that will get them there. As noted in both the public involvement (please refer to the *Introduction* in this kit) and co-management principles, the Minister always retains his/her full authority.

When confronted with these issues, SERM staff should say that these are political issues that they cannot become involved in. Refer Aboriginal stakeholders to the Federation of Saskatchewan Indian Nations (FSIN), Métis Nation of Saskatchewan (MNS) or Saskatchewan Indian and Métis Affairs Secretariat (SIMAS). The Public Involvement Unit is also available to help clarify these issues both for SERM staff and for stakeholder groups. Please call Joe Muldoon at 787-7803 for assistance.

(For a more in-depth discussion of the co-management/co-jurisdiction framework model, please refer to *A Policy Framework: Public involvement in the Management of Saskatchewan's Environment and Natural Resources* found in Part I.)

When to Use Co-management

Co-management is used when there is a need to bring stakeholders together. Any one of the following criteria is sufficient to initiate co-management:

- when requested by a significant number of stakeholders;
- when allocation and/or use of the resource is an issue;
- when the environment or a resource is jeopardized by human and/or natural effects;
- where integrated regional resource planning and management requires local/public involvement;
- where there is a resource development opportunity; and
- where there are serious resource user conflicts.

Examples of Co-management:

SERM has been involved in a variety of co-management initiatives over the past several years. For example:

- The Beverly-Qamanirjuaq Caribou Management Board, includes Saskatchewan, Manitoba and Northwest Territories government and user representatives. It has developed an integrated caribou management plan that is not only involved in caribou conservation but also land use planning and education.

- The Reindeer and Wollaston Lakes fisheries co-management boards provided the forum for stakeholders whose use of fish conflicted with each other to sit down together and make management recommendations.

- The Sipanok Co-management Council involves SERM, Red Earth and Shoal Lake First Nations, Indian and Northern Affairs Canada, the Federation of Saskatchewan Indian Nations, RM of Carrot River, RM of Moose Range and a member at large appointed by the Minister. The Council is a source of information and advice to the department regarding the Sipanok territory. It will also carry out economic development projects through a separate board under direction of the Council.

- NorSask Forest Products established a number of local co-management boards in its FMLA to provide input into forest planning, management and operations. The department became involved via a partnership agreement with NorSask which states that co-management will occur within the department's co-management principles (see page 1), allowing the boards to also co-manage non-timber resources in the FMLA.

Who is Responsible for Delivery?

Within the department, regional staff are responsible for delivering co-management. Some regions will have a regional co-management specialist; in others the Integrated Resource Manager will co-ordinate co-management. The Provincial Co-Management Coordinator provides assistance to the regions. Policy and provincial perspective matters are handled by Public Involvement and Aboriginal Affairs unit. The kinds of assistance include:

- being an impartial facilitator;

- helping to initiate a project;

- assisting with difficult negotiations;

- providing information on provincial direction; and

- providing advice.

Co-management is a co-operative venture so delivery does not necessarily rest solely with the department.

How to Proceed

Before beginning the co-management process, there are a few steps you will want to take:

1. Identify the issue and assess the situation to decide if co-management really is the best method. Can the situation be handled easier by other methods, such as educating or consulting?

2. Determine who are the major interests or stakeholders;

3. Informally consult with these people to identify and clarify the issue;

4. Consult with these major interest groups/stakeholders on a more formal basis. Discuss the situation with the groups and invite their participation. If the groups are in favour, start the process; and

5. Ensure that adequate staff support with appropriate skills is available to meet the needs of the co-management board.

The Co-management Process:

The co-management process can be formal or informal. Formal arrangements are structured boards or committees with appointed or elected representatives that operate under agreed operating principles and terms of reference. The terms of reference are developed by the co-management groups themselves. These can vary depending on how much involvement the group wants and on how they want to operate and make decisions.

Informal arrangements are usually organized co-management groups that do not have formal written agreements and terms of reference. There is still an established protocol for doing business. Formal arrangements, on the other hand, formally recognize the stakeholders rights and explicitly identify everyone's responsibilities. An informal arrangement does not mean the arrangement is less important.

First Meeting:

At the first meeting the group should do a number of things including, but not limited to, the following:

- Acknowledge the Minister's legislated authority for management of the environment and renewable resources and clarify the role of the department;

- Define participants' roles and responsibilities;
- Agree on the issue(s) and the group's goal(s) or objective(s);
- Identify the scope of the resource management;
- Identify any missing stakeholders and ensure they are invited to participate; and
- Establish meeting protocol.

There must be a common goal or objective for everyone. With a common goal the group can focus and all work in the same direction to achieve that goal. Without a common goal the group will work toward self-serving interests and conflicts will arise.

The scope of management is generally species-specific (such as the Meeting Lake Elk Management Board) or area-specific (such as the NorSask Forestry Co-management Boards). Stay within the decided-upon scope of management or you may find that all the interested parties are not involved.

When defining roles and responsibilities, and meeting protocol, certain things should be established, for instance:

- meeting places, times and frequency;
- meeting chairperson/s;
- responsibility of representatives to keep their constituents informed;
- length of terms of office and replacement of representatives;
- recommendation/resolution process; and
- consensus decision process and definition.

SERM's preferred method of decision making in co-management arrangements is the consensus process. Consensus can be defined as "general agreement", "agreement by no opposition" or "being able to live with the decision". The department/Minister is much more likely to accept recommendations of co-management boards when it knows they are based on a group consensus, rather that a majority vote, for example, where there may be nearly half of the group opposed. More information on using the consensus decision-making process is in *Building Consensus For A Sustainable Future, Guiding Principles* available through Public Involvement and Aboriginal Affairs.

There may come a time when a decision has to be made and consensus cannot be reached. In this event the groups should develop a dispute resolution mechanism.

For example, an agreed upon arbitrator could be used as a resolution mechanism. If there is no dispute resolution mechanism then the department must be the arbitrator and must make the final decision on behalf of the Minister. The department cannot relinquish its responsibility for conservation and management of the resources.

Stakeholder Involvement:

How do you get stakeholder participation? In most cases a stakeholder or stakeholder group will come to the department with a problem or will ask to be involved. The challenge lies in getting all the other interest groups involved. The easiest way is to go out and talk to them. Be open and explain the situation, indicate that you want their input and assistance. A good way to get their involvement is simply to ask "if they want to be involved in deciding the future management of the resources in their area."

Having people attend a meeting can be a problem. A solution to absenteeism is to have substitute representatives, or if the group is small, perhaps have more than one person representing each interest group.

When a critical resource user cannot be represented because of a logistical problem, such as distance, the department must make sure those interests are represented. You don't have to stop the process if a stakeholder doesn't want to be involved. Just go on with those who do want to be involved, ensuring that dialogue is still maintained with the missing groups and that the department represent their interests.

It is important to have a department representative on the board/committee. If possible the department person should not be the chairperson as this may affect the objectivity of the board. You might suggest the co-management board adopt a rotating chair for each meeting; that way fairness is brought to the position.

It is also important to let the board decide how it will be structured and operate, as long as it adheres to the co-management principles. You can assist by making suggestions and by making it clear that it is critical to have all the major interests represented. The co-management board should always be open to new representatives. Some may come and go when there is or isn't a particular need for them. For example, if a specific issue affects wild rice growers and there is not a rice grower on the board, then a wild rice grower needs to be involved. When that issue is resolved the grower does not need to be there.

It is the responsibility of the co-management board members to represent their constituents, to communicate concerns back to the co-management board and to inform the constituents of the board's activities and recommendations. To insure that stakeholder interests are being represented communicate regularly with the

parent group. The board might consider sending out a regular bulletin or set of minutes after each meeting. If the representative is not representing the interests of his/her constituents, then this should be brought to the co-management board members' attention.

Funding for Co-management:

There is no department funding available to participate in co-management. Stakeholders must arrange their own funding. Interest groups are usually willing to volunteer for the opportunity to participate in resource decision-making processes that affect their future.

Reporting Structure:

The department person involved with the particular group is responsible for passing on any group recommendations, resolutions or developments to the Regional Operations Co-management Co-ordinator (RCC) or to the Integrated Resource Manager (IRM). The RCC or IRM will be responsible for taking this to the appropriate person to deal with. If it is a regional matter it will be taken to the program person or the Regional Director, whoever is appropriate to deal with it.

The IRM or RCC will forward provincial and policy related matters or those that require Executive Committee decisions to Regional Operations or Policy and Public Involvement Branch. The RCC or IRM is responsible for keeping the Regional Director and regional staff informed of all co-management activities affecting the region. Regional Services will be responsible for informing and communicating with the regional RCCs and IRMs. Regional Services is also responsible for keeping senior management informed.

These people are responsible for making sure the responses and decisions are communicated back to the co-management groups in a timely manner.

Tips for Effective Co-management

- Employees must reinforce the importance of co-management throughout the department. Those involved in co-management and public involvement should communicate with one another. Mistakes as well as achievements are part of the learning process for staff.

- Department staff must play a leadership role from the beginning with the formation and operation of all co-management arrangements.

- Discuss the potential co-management arrangement with other key people in the department so that there are no surprises at any level.

- Explain the role and responsibilities of the board as early as possible so that false expectations are not created.

- Have the group define its mission and goal/s at the start. Policy and Public Involvement Branch can assist with facilitation.

- Build a regular evaluation process into the terms of reference.

- Be careful not to become the messenger who does the communicating between the various stakeholder representatives. If something happens that is not to the liking of a particular party that party can say "we didn't say that." In other words, all business should take place at the co-management table.

- You need to be a leader of the process but do not dominate the participants. Be open and set the ground rules right up front with everyone.

- To win people's confidence develop some easier initiatives with them before tackling the big issues.

- Work toward developing local economic opportunities.

Guidelines

Delegation Guidelines

Delegation Guidelines

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Foreword

Among the range of public involvement methods and practices used in government and the department, delegation is not a common practice. Why? Because it is the method that allows the department itself to have the least amount of involvement in and authority over the final decisions. New power bases may be seen to threaten traditional governing and administrative functions when a transfer of authority occurs. In addition, stakeholders are often not willing and/or able to take over authority, nor are there enough resources to devote to a new delegated authority. When the Minister's legislated authority is changed through delegation, legislative and regulatory changes are often required as well.

The conditions under which the department and Minister are prepared to use delegation are fairly narrow (see the **When to Delegate** section below) and as a result, we usually choose other forms of public involvement, such as co-management, partnerships and/or consultation. For assistance in evaluating delegation as a public involvement tool, consult one of the resource people listed in the introductory section.

The purpose of this document is to provide SERM employees with guidelines on the use and practice of delegation as a public involvement tool. Like the other guidelines in this series, this is not a manual giving step-by-step information on how to delegate. It is designed to put delegation into context in terms of the range of decision making and Ministerial authority, to indicate when delegation is the best public involvement tool to use, to provide some department examples, and to offer some resources and tips for effective delegation. Please refer to the introductory section of this kit for guidance fundamental to all public involvement processes.

For more information on other public involvement processes, please refer to SERM's *A Policy Framework: Public Involvement in the Management of Saskatchewan's Environment and Natural Resources* found in Part I. Also, please refer to the introductory section of Part II for guidance fundamental to all public involvement processes.

Staff in the Public Involvement and Aboriginal Affairs Unit are available to do the following:

- assess the need for a public involvement process;
- determine which public involvement process is appropriate to use;
- plan and design the public involvement process;
- provide information on provincial policy or direction;
- provide trouble-shooting services and advice; and/or
- facilitate public involvement processes.

For information, please call Joe Muldoon, Manager, Public Involvement and Aboriginal Affairs at 787-7803.

Delegation: What Is It?

Delegation means the formal transfer of all or parts of the decision making, administration and/or implementation of a program to another body, such as another level of government, a stakeholder or stakeholder group, a steering committee, a council, or an authority.

Delegation can take many forms. Full delegation is usually a complex structure with its own elected officials, and executive and staff responsible for administration and programming. School boards, health districts, Wascana Centre Authority and marketing boards and the new Saskatchewan Tourism Authority are all examples of full delegation. In these cases, government has turned over responsibility for administration and decision making. However, government retains its power over the agency through its control of the agency's budget.

Delegation can also result in a simpler structure -- a body that represents stakeholders and makes decisions for the groups as a whole. An example is SERM's Community Environmental Management (CEM) Steering committee. In addition, Forest Licence Management Agreements (FMLAs) and fisheries co-operatives* all have been delegated partial responsibility. In all department instances, delegation is only partial; the Minister has overall and final authority.

Generally, the smaller, simpler and less formal the structure of the delegated body, the less authority it has.

Delegation is different from partnership and co-management arrangements in two respects:

1. It is at the far end of the decision-making range, meaning that the department has the least amount of influence and authority when a decision is being made; and

2. It is most often undertaken through a formal agreement, Minister's Order and/or an act of the legislature, especially the latter when the Minister is to share or lose any of his/her authority.

As mentioned earlier, delegation of decision making and or implementation in environment and resource management is not very common. The form of delegation depends on the situation and departmental objectives to be achieved.

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* Fisheries co-operatives are also an example of co-management.

An Example of Delegation:

The Community Environmental Management (CEM) Steering Committee was established through a Minister's Order. It is delegated to solicit, select and oversee the implementation of pilot projects under the department's Municipal Solid Waste Management Assistance Program, to oversee the development of province-wide community based environmental initiatives, and to provide overall direction for the Community Environmental Management Program.

The CEM Steering Committee is composed of key stakeholder groups and provincial government department representatives. It has exercised its mandate by initiating the "Planning for Sustainable Communities" program as a tool for enabling three pilot communities to address their environmental issues. The committee organized, selected, and assisted in launching three sustainable community planning pilot projects in the province with assistance from the department and other stakeholder groups.

The members of the steering committee have agreed to pool their resources in a partnership with the pilot communities to enable the planning and implementation of sustainable community plans. Together the stakeholder groups have more resources than the department and are ready to commit them to the projects. They are also willing to take on the delegated responsibilities.

When to Delegate:

Generally delegation can be used when:

- Stakeholder(s) have more resources and expertise, etc. than the department;
- Outside representation is broader than the department's;
- Stakeholder(s) are committed, willing and able to exercise independence and take responsibility for achieving goals;
- Stakeholder(s) fully understand the responsibilities and limitations of delegated powers within the mutually agreed areas of action; and
- The department can best achieve its goals through voluntary compliance or self-determined actions by the stakeholder groups.
- Ensure that the public supports delegation.

How To Proceed

Understanding the role and responsibilities of the department before using delegation is very important. The following process is recommended:

Step 1: Consult with resource people in the Policy and Public Involvement Branch to assess the situation before deciding that delegation is the best public involvement option for achieving the department's goal(s).

Step 2: Initiate the delegation process:

- Identify all the stakeholder groups that would be affected by the decisions. The department is usually considered one of the stakeholders on the delegated body;
- Begin a consultation and information-sharing process with these groups. First contact would be informal to assess their interest and knowledge levels about the issues at hand and their desire to participate in formulating and implementing solutions.
- After you have received a show of interest, arrange a meeting of all group representatives with department resource people, and outside experts if required, to discuss the issues and the department's desire/wish to formally create an entity composed of stakeholder groups and other appropriate persons to deal with the issues.
- The order must also ensure that the entity is accountable to a higher authority - public, legislative, or the Minister.

Step 3: If the stakeholder groups agree, then formally invite them to participate in a two-stage process.

Stage 1: The groups' representatives would be asked to:

- Define and agree on the issues at hand;
- Identify information and data needs for formulating solutions;
- Identify and agree on the terms of reference and functions that the group is willing to perform;
- Identify the resources required from the department and the stakeholder groups to enable the performance of identified functions;
- Define the responsibilities of the participating groups, and their representatives;

- Define who should be represented on the delegated body;

- If required, initiate the legislative process to enable delegation.

Stage 2: Once the department, Cabinet and the stakeholder groups have formally agreed on the recommendations arising from the above process a formal structure is given to the body that would be delegated the agreed functions, responsibilities and any decision making powers. This is usually done through a Minister's Order. The order must include the terms of reference based on the agreement and understandings arrived at during Stage 1.

The Minister's Order must also ensure that the group/entity receiving delegated authority is accountable to a higher authority like the Minister, Cabinet, or Legislature.

Resources Required:

Another important consideration is the need to clearly understand the resources required by the department and the stakeholder groups to develop, establish and maintain a delegated body.

The department is usually expected to:

- Provide personnel to assist in various tasks involved in the exercise of the delegated authority (e.g., application review or program administration);

- Assign persons knowledgeable in the environment and resource management issues to be dealt with and who posses public administration skills and political sensitivity; and

- Provide agreed level of material and financial support for the operation of the delegated body.

Stakeholder(s) are expected to:

- Provide and share internal information, data and expertise necessary to undertake the agreed tasks; and

- Understand the limits and constraints placed by the technical/scientific know-how, provincial/federal laws and regulations on the decision making capability of the delegated body.

- Where mutually agreed, provide material and financial support for the operation of the entity.

Tips for Effective Delegation

The use of delegation should occur only if there is clear commitment by the department and the stakeholder groups to implement the decisions of the delegated body. Otherwise, credibility of the process with the public is jeopardized, particularly the credibility of the department.

For delegation that works, ensure that:

- All affected and willing groups are represented in the delegated body;
- The terms of reference and the expected roles are well defined and understood by all members of the delegated body. Include a sunset clause if necessary;
- All terms that could be interpreted in different ways are defined in the terms of reference document;
- The department has the personnel, material and financial resources secured for the operations of the delegated authority;
- The decisions of the delegated body are clearly and deliberately communicated to the parent stakeholder groups;
- The department's decision making structures fully support the delegation;
- The delegated body establishes its decision making and communication, administrative procedures from the start; and
- The various stakeholders appoint suitable individuals who will represent them in a responsible manner.
- The general public and stakeholder(s) support delegation.